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DEPARTMENT OF PUBLIC INSTRUCTION
COMMONWEALTH OF PENNSYLVANIA

SURVEY REPORT



PENNSYLVANIA EDUCATIONAL BUILDING

Directed By
Clarence E. Ackley and Associates
Specialists in School Plant Planning
102 North 27th Street
Camp Hill, Pennsylvania
October 15, 1952

DOCUMENTS SECTION

For the Governor's State Survey Committee

JUN 9 1954

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CAMP HILL, PENNSYLVANIA

Specialists in Educational Surveys

SCHOOL PLANT PROGRAMS

SCHOOL FINANCE SURVEYS

SCHOOL ADMINISTRATION SURVEYS

October 15, 1952

Mr. Frank J. Chesterman, Chairman
Mr. John N. O'Neil, Executive Director
The Governor's Survey Committee
Harrisburg, Pennsylvania

Gentlemen:

We have the honor of submitting to you a report on our assignment, namely, A SURVEY OF THE DEPARTMENT OF PUBLIC INSTRUCTION.

You fully realize, we are sure, that a comprehensive and thoroughly detailed survey of all the activities and responsibilities of this Department was impossible within the limitations of time and funds available. The coverage has, therefore, been limited to a few matters of major importance through a consideration of which a general appraisal of conditions and needs can be made.

We are convinced that an invaluable service could be rendered to the cause of public education through a truly comprehensive survey pursuing further the matters briefly covered by this report and including also many other matters affecting costs, needs and results of Pennsylvania's Program of Public Education.

Our report is in four parts, A, B, C, and D. The coverage of each of these parts is indicated by the following outline:

PART A - SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

PART B - THE ORGANIZATION AND FUNCTIONS OF THE STATE
DEPARTMENT OF PUBLIC INSTRUCTION

PART C - THE ADMINISTRATION OF FUNDS CHanneled THROUGH
THE DEPARTMENT OF PUBLIC INSTRUCTION

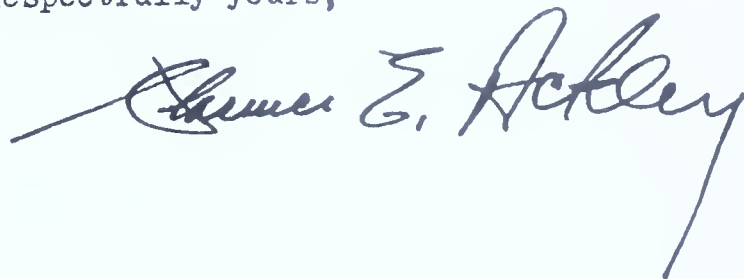
PART D - HIGHER EDUCATION

An expression of gratitude is due to Dr. Francis B. Haas, Superintendent of Public Instruction and to all members of his staff for splendid cooperation in making available all information requested in the making of of this study.

Special recognition is due to Dr. Henry W. A. Hanson and to Dr. Carl Seifert for their splendid assistance and helpful suggestions in the preparation of PART D of the study and report.

It should also be regarded as a matter of real importance that the general plan of reorganization of the Department of Public Instruction recommended in this report conforms closely to the pattern recommended and urged by nine important groups of educational leaders in the Commonwealth who offered many helpful suggestions and whose recommendations are included as an appendix of Part B.

Respectfully yours,

A handwritten signature in dark ink, reading "Charles E. Ackley". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

THE DEPARTMENT OF PUBLIC INSTRUCTION

SURVEY REPORT

PART A - SUMMARY OF FINDINGS, CONCLUSIONS AND
RECOMMENDATIONS

Clarence E. Ackley and Associates

October 15, 1952

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The major findings, conclusions and recommendations of this survey report may be summarized as follows:

THE ORGANIZATION AND FUNCTIONS OF THE DEPARTMENT OF PUBLIC INSTRUCTION (PART B of THIS REPORT)

I. It is a matter of general observation that the present morale of the employes of the Department of Public Instruction is undesirably low for two major reasons:

1. The Department of Public Instruction is inadequately staffed, apparently because
 - a) Salaries are too low
 - b) Salaries seem to bear no logical relation to years of service or eschelons of responsibility
 - c) Considerations other than professional fitness affect the selection of personnel
 - d) Important positions are left unfilled when vacancies occur
 - e) Important positions are assigned for long periods of time to "acting chiefs" or other such posts with no salary increase
2. Employes conscientiously exercising the discretion and discharging the responsibilities that should be allowed and expected in positions to which they have been assigned frequently find they are not supported in their decisions or actions; - in fact are sometimes reversed even when an announced policy has been carried out.

II. The present organization of the Department of Public Instruction is not conducive to attainment of maximum results of good administration.

1. Pennsylvania remains one of the five states in which the Superintendent of Public Instruction is a direct appointee of the Governor.
2. Pennsylvania does not have a State Board of Education. Instead Pennsylvania has a State Council of Education working under the Superintendent of Public Instruction instead of being the body to which he is responsible for his own appointment and for confirmation of appointment of the members he recommends for his staff.

3. The present plan of organization makes poor use of the administrative powers which do exist notwithstanding constitutional and statutory limitations.

- a) The present organization chart does not indicate clear chains of command
- b) The present organization chart shows little or no real delegation of authority
- c) The Superintendent of Public Instruction does not divest himself of responsibility for a multitude of details which could be handled better at lower levels of his organization

III. Constitutional and statutory amendments should be obtained in order that provisions may be made for a State Board of Education composed of laymen only and charged with the responsibility of appointing the State Superintendent of Public Instruction and the members of his staff.

IV. Pending the time required for accomplishing III, there are important improvements which can and should be made under existing law.

- 1. The organization chart should be thoroughly revised in some such manner as that proposed in Chart 2 of this report
- 2. All personnel hereafter chosen can and should be chosen on the basis of their qualifications for specific assignment under reorganization
- 3. All political parties should be pledged to a program of making the the Department of Public Instruction a department absolutely free from political interference.

THE ADMINISTRATION OF FUNDS CHanneled THROUGH THE DEPARTMENT OF PUBLIC INSTRUCTION (PART C OF THE REPORT)

This portion of the report deals with the general responsibility of the Department of Public Instruction for the funds required for the administration of the Department itself and for the subsidies channeled through the Department to local levels.

The procedures for developing and administering the various budgets are discussed in considerable detail.

Other matters of special interest are as follows:

I. Detailed studies of Occupational Licensing and the Administration of the Public School Employees Retirement System are being made and reported by other task forces. Our report, however, offers the following suggestions:

1. Occupational Licensing should be removed entirely from the Department of Public Instruction and should be placed in some other department or bureau. However, as long as it remains in the Department of Public Instruction
 - a) It should be under the Deputy for Higher Education
 - b) It should provide expert service in the preparation and administration of examinations
 - c) The Department should insist that individuals affected by regulations and decisions of the boards should not be members of the said boards
2. The Public School Employees Retirement System is a business of gigantic proportions and as such should be administered with a dignity and efficiency indicative of that importance
 - a) The Retirement Board and its employees should be more attractively and efficiently housed
 - b) The filling of the important position of Executive Secretary, already temporized for nearly two years, should be taken care of immediately
 - c) The advisability of choosing a full time investment expert should be carefully considered
 - d) The system of records and reports should be thoroughly overhauled and modernized

II. The School Plant Program of the Department of Public Instruction should be more adequately and efficiently organized and staffed IMMEDIATELY.

1. The present school building activity of Pennsylvania may, on a very conservative estimate, reach \$300,000,000 proportions.
2. The State is granting liberal subsidies to promote this building program and is thereby incurring a large financial obligation
3. Existing laws authorize and direct the Department of Public Instruction to guide this building activity in such a manner as to accelerate substantial improvement of the statewide pattern of school district organization
 - a) At present the Department of Public Instruction is neither effectively organized nor adequately staffed to discharge this obligation and to accomplish these "chance of a lifetime" results

- b) Virtually no standards, criteria, guides and personal assistance are provided by the Department to those working at the local level.

In fact, there is widespread local conviction that a little local pressure can obtain almost any kind of "ruling" regarding patterns of administrative units.

- 4. The State Public School Building Authority has finally swung into action with a large and apparently efficient organization. There is great need, however, of additional financing and of lower interest rates on bonds hereafter sold for the projects to be handled by this organization.

III. Subsidies to School Districts are discussed in this report under three headings: (1) The Support of Public Schools, (2) Vocational Education and (3) Aid to Financially Distressed School Districts.

- 1. During the 10-year period 1941-42 through 1950-51 local contribution to the support of public schools increased 71% while the state contribution increased 338%.
- 2. Under existing law the State must continue to increase its appropriation for the support of public schools until a peak appropriation of at least \$488,000,000 will be reached for the biennium 1959-61 for this one portion of the education budget.
- 3. The present reimbursement formula fails to distribute state appropriations equitably in terms of rewards for local effort or in terms of services purchased.
- 4. The continuance of certain one-room schools is rewarded rather than penalized.
- 5. The State could save several million dollars each biennium without impairing educational returns if the following actions are taken:
 - a) Limit reimbursement on kindergartens to an amount not exceeding one reimbursable teaching unit for each teacher actually employed. (This will reduce the State biennial appropriation more than \$4,000,000).
 - b) Limit reimbursement in all cases to an amount not greater than the total cost of instruction. (This will cut the biennial appropriation at least \$4,000,000).
 - c) Remove the \$1,000 per teaching unit guaranteed as a minimum and the "not less than 1949-50" guarantee for reimbursement on costs of instruction. (This will cut the biennial appropriation at least \$1,000,000).

IV. Vocational Education is now made available to more than 102,700

Pennsylvania youth in four fields of vocational education for which \$2,865,000 was appropriated for the biennium 1951-53.

1. The enrollments, in round numbers, last year in these courses were

In Vocational Industrial Education	45,500
In Vocational Home Economics	37,700
In Vocational Agriculture	13,300
In Distributive Education	6,200

2. The present patterns and areas of supervision do not seem to suit anybody. As to a proper remedy there is a wide divergence of views, although there does seem to be a unanimity of opinion that some reduction in the number of supervisors and supervisory areas should be made.
3. The whole problem of area supervision needs to be studied at length and in much greater detail than is possible within the time and financial limitations of this study. It is our opinion, however, that
 - a) There are now too many centers of instruction rather than too few. The director of this study has personally observed many shops and classrooms so unattractive and poorly equipped that their general effect must be to drive pupils away from the courses rather than attract them to the courses. In each instance the center was serving an area with inadequate tax resources.
 - b) There is widespread confusion concerning the functions of a supervisor as distinguished from an itinerant teacher.
 - c) There is widespread failure to recognize the fact that much of the present insistence on personal on-the-spot project supervision is no more defensible in vocational education than in any other courses of instruction.

V. The program of Extension Education is rapidly approaching the proportions of a million dollar a year obligation to the State, and the purse strings hang extremely loose.

1. There should be more definite provision for pre-approval of all courses for which reimbursement from the State is to be requested.
2. There should be provision for supervision and inspection by roving supervisors.

VI. There is no proper and adequate supervision of the funds (\$1,222,050 for the 1951-53 biennium) appropriated to State Aided Art, Trade and Industrial Schools.

VII. Subsidies to Financially Distressed School Districts average approximately \$3,000,000 each biennium but do not cure the distress.

1. During the period 1931-32 to 1951-52 inclusive more than 5,000 grants were made to more than 1,000 of Pennsylvania's 2,540 school districts.
2. Of this group of districts 92 have received aid 10 times or more during the past 21 years.
3. The major causes of this financial distress are:
 - a) Unsound patterns of school district organization
 - b) Mismanagement
 - c) Inefficient and inadequate practices in assessment for tax purposes
 - d) Inadequate provisions and procedures for tax collections
 - e) Perpetuation of the existence of insolvent districts by repeated grants of special aid

3. Suggested Remedial Measures

- a) Require more efficient patterns of school district organization
- b) More efficient administration at both the State and local level
- c) Legislation compelling any school district hereafter requiring financial relief three years in succession to have its entire fiscal program made subject to review and approval of the Superintendent of Public Instruction until solvency is attained.

HIGHER EDUCATION (PART D OF THIS REPORT)

On the basis of the data presented in this portion of this survey report, it is recommended that, under the leadership and guidance of the newly created Deputyship of Higher Education in the Department of Public Instruction

1. The activities, objectives and services of higher education (including all post-high school education) be speedily organized as proposed in the organization chart submitted as Chart 2 in Part B of this Survey Report.
2. Inquiry, observation and research be constantly employed to develop standards and regulations for the improvement of all important phases of higher education, including but not limited to -
 - a) Requirements for degree granting privileges

- b) Examination of existing institutions and recommendations for their improvement
 - c) Recommendations for discontinuance of public supported curriculums when they are no longer needed
 - d) Recommendations for the approval and supervision of extension centers on the post-high school level
 - e) Recommendations for the approval of new institutions and new curriculums within institutions
 - f) Development and recommendation of criteria for the approval of graduate work
3. Necessity or desirability of changes in state-supported and state-aided institutions be carefully studied and recommendations be made regarding discontinuance of types of services and of institutions that are conducted on public funds when they have outlived their usefulness.
4. The use of state funds appropriated for any post-high school education should be constantly checked as to whether they are a proper obligation of the State and as to whether they are wisely used and properly accounted for.

THE DEPARTMENT OF PUBLIC INSTRUCTION
SURVEY REPORT

PART B - THE ORGANIZATION AND FUNCTIONS OF THE
DEPARTMENT OF PUBLIC INSTRUCTION

Clarence E. Ackley and Associates
October 15, 1952

PUBLIC EDUCATION IN PENNSYLVANIA
PROGRAM, PROGRESS AND PROBLEMS

PROGRESS; LOCAL AND STATE

The program, progress and problems of public education in Pennsylvania can be rather definitely and clearly revealed by a series of comparisons of activities and conditions at the local level with the activities and conditions at the state level.

Personnel

At the local level school officials are at liberty to fill professional positions by screening applications without regard to any consideration other than professional and personal fitness. They can classify and reclassify job responsibilities at will. They can promote employees who have rendered conspicuously meritorious service. They can dismiss employees on proof of incompetence, insubordination or persistent negligence. They can, and usually do, establish clear-cut definitions of responsibility and lines and limitations of authority.

At the state level, however, the patterns of employment, job classification, special promotions and dismissals are often warped by unwholesome requirements of conformity to practices and principles not professionally inspired, - even by standards and demands of conformity to political expediency rather than professional competence and meritorious service.

Salaries

Laws regulating the salaries of professional employees on the local level have been greatly liberalized during the past ten years.

The minimum salary in 1940-41 was \$1,000 per year for elementary teachers and \$1,200 for high school teachers. Today a single salary schedule guarantees a minimum of \$2,400 annually for every teacher, at least \$7,000 a year for each supervisor of special education, \$7,500 for each assistant county superintendent and at least \$8,000 to \$10,000 per year for each county or district superintendent.

Through the automatic annual increases mandated by law each classroom teacher may reach a mandated maximum of at least \$4,800 a year, subject supervisors may reach \$5,400 a year and supervising principals may reach \$7,800.

In sharp contrast to the state guarantees in behalf of adequate salary for local professional personnel, career men of many years of highly satisfactory service, charged with responsibility for invaluable advice and assistance to local personnel, receive salaries as Bureau Director at \$8,748 and Division Chief at \$6,102 to \$7,590. Not only so but employes working under these Division Chiefs receive as much as \$8,172.

Working Conditions

Pennsylvania has made conspicuous progress in improving the working conditions of professional personnel at the local level. In addition to better basic salaries with automatic annual increases mandated by law, they have tenure benefits, sabbatical leaves and special reward for professional improvement when advanced degrees are earned. Work loads are equalized. Extra compensation is made for extra services beyond the lines of normal duties.

In most areas of the state the schoolrooms themselves are rapidly being made more commodious, more comfortable, more attractive

and more adequately designed and equipped.

No comparable improvement in working conditions is noted in the State Department of Public Instruction. Many educational leaders in the state have noted that the morale of the employees in the Department is at a very low ebb. They set forth convincing arguments to support their conviction that there are two major reasons, namely:

1. The State Department is inadequately staffed, apparently because
 - a) Salaries are too low
 - b) Salaries seem to bear no logical relation to years of service or eschelons of responsibility
 - c) Considerations other than professional fitness affect the selection of personnel
 - d) Important positions are left unfilled when vacancies occur (At least six specific and significant instances are cited)
 - e) Important positions are assigned for long periods of time to "acting chiefs" or other such posts with no salary increase
2. Employees conscientiously exercising the discretion and discharging the responsibilities that should be allowed and expected in positions to which they have been assigned frequently find they are not supported in their decisions or actions; - in fact, are sometimes reversed even when an announced policy has been carried out.

Moreover, the so-called "Education Building", originally designed and erected as headquarters of the Department of Public Instruction has become headquarters for so many other branches of the state government that some of the important agencies of the Department have been housed in rented quarters outside the Education Building and scores of the Department's employees within the building are obliged to work in corridors and in crowded, poorly lighted, poorly ventilated and shamefully unattractive spaces.

Responsibilities

There is universal agreement that administrative heads, whether local or state, have at least three responsibilities of paramount im-

portance, namely: (1) Supervisory and Regulatory Functions, (2) Operational Functions and (3) Leadership Functions.

The supervisory and regulatory functions spring from obligations prescribed by law or by standards and safeguards established by policy-making bodies. The administrator must play a large role in developing the standards and safeguards and must bear responsibility for seeing that they are adhered to. Above all he must see to it that they are not modified with every shifting wind.

The operational functions include responsibility for setting up a sound enumeration and organization of duties and activities, working relationships and efficient channels of work and communications from top eschelon to lowest eschelon and vice versa. The operational functions can be discharged properly only when responsibility is delegated with authority and expectation of completion at the level to which the responsibility was delegated, - all parties realizing that the administrator will back up and solidly support the individual or group carrying out the assignment.

The leadership functions are of a comprehensive and inspirational nature. There must be planning; however, the planning must not be based solely or even primarily on only the intuition, inspiration or personal experience of the administrator. It must be based on realistic research and on the sifting of unending and generously encouraged suggestions from even the lowliest employe as well as from the leaders and the literature of the profession and active, perpetual association with members of all levels to which the administrative services extend. It requires advising and consulting; but the advising and consulting must not be limited to a pouring out process from an easy chair and over a desk. It also involves a high degree of mobility and teachability, - a seeking of advice and feeling that "It's me, it's me Oh Lord, a standin'

in the need of prayer." It requires coordinating of activities and elimination of duplications and overlappings. It requires public relations with full appreciation of what the public is doing for the administrator as well as what the administrator is doing for the public.

On the state level there are several important respects in which there are indications that the regulatory, operational and leadership functions can and should be improved. Many of these needed improvements have already been mentioned in preceding paragraphs. Some of the needs stem from, or are at least conditioned by, constitutional and statutory requirements controlling the organizational structure; most of them, however, do not result from such limitations.

Pennsylvania is one of the five states which continue the practice of selecting a State Superintendent of Public Instruction as an appointee of the Governor. This method is required under existing provisions of the state constitution. In fifteen other states, however, the method of selection has shifted from popular election or executive appointment to appointment by a State Board of Education.

Pennsylvania has no State Board of Education. Instead, under statutory requirements, it has a State Council of Education, also appointed by the Governor, and working under the State Superintendent (who usually suggests whom the Governor should appoint to membership) and subservient to the Superintendent instead of being the body to which he is responsible for his own appointment and for confirmation of appointment of the members he recommends for his staff. The Council is not limited to laymen but usually contains some professional educators whose institutions may be directly affected by standards and regulations which the Council formulates.

Except for these constitutional and statutory limitations the Superintendent of Public Instruction is directly responsible for the organization and general operation of the Department.

THE VALUE OF ORGANIZATION PLANS AND CHARTS

The value, if not the absolute necessity, of having sound organization and well designed organization charts is well recognized today both in industry and in governmental operations. The importance of a clear deliniation of functions and responsibilities is clearly stated by the National Industrial Conference Board in its Weekly Summary for July 12 and July 19, 1952, from which we quote:

"Jealousies among executives, fast footwork and maneuvering for position exist in every company that does not have a sound, clearly conceived organization structure that is always kept up to date on paper for everyone to know about."

"Every day more executives are getting interested in organization planning. They seem to be recognizing more clearly the penalties of bad organization and, at the same time, the potential gains of good organization.

"Abundant experience testifies to the fact that basic errors in organization lead to confusion, jealousies among executives, employee grievances, lack of information, misinformation, inefficiencies and waste. These basic errors include: requiring an individual to report to more than one boss; grabbing authority that has not been delegated; bottlenecks caused by supervisors trying to supervise too many people; run-arounds, in which the chain of command is not followed in giving information or orders; and executives spending time on decisions that could be made as well or better lower down the line."

ORGANIZATION OF THE DEPARTMENT OF PUBLIC INSTRUCTION

The present organization chart, a copy of which is appended hereto as Chart 1, shows in graphic form the great variety of activities and responsibilities of the Department of Public Instruction as presently conceived and indicates the present conception of the Superintendent as to the manner in which the Department Personnel should coordinate and administer these activities.

It seems evident that many of the activities are not coordinated at all, that others are grouped and associated with services and functions which bear no functional or practical relationship, and that there are many instances in which two or more bureaus or bureau divisions have conflicting or overlapping responsibilities. Worse still, it is obvious that far too many of the activities and services center in the Department Head and that the set-up does not provide for relieving the Department Head of a multitude of purely routine affairs with which he should not be directly concerned. In fact, it appears that, in reality, none of the functions of the Department are delegated and assigned in such a manner that the Department Head completely divests himself of direct personal responsibility for final action. In more technical terms the present organization violates both the breadth and span limitations of sound administrative requirements.

No single individual can possibly give direct personal attention to all the diversified activities of a great department like this and administer them properly. He simply cannot have so many individuals and agencies reporting directly to him if matters of genuine importance are to be considered and disposed of in an efficient manner.

The Superintendent himself has indicated the wide coverage of

the responsibilities of his office in an article appearing in the PENNSYLVANIA SCHOOL JOURNAL in its issue of May, 1950, from which we quote the following:

"The Superintendent of Public Instruction is the head and chief executive officer of the Department which now numbers 85 professional and 368 nonprofessional employees. . . . He serves as president and chief executive officer of the State Council of Education. He is chairman of the State Board for Vocational Education, the Public School Employees' Retirement Board, and the Board of Presidents of State Teachers Colleges.

"The Department of Public Instruction under his direction commissions all superintendents of schools, apportions state appropriations to school districts, prescribes minimum courses of study, directs the issuance of employment certificates to minors, classifies secondary schools, condemns as unfit for use insanitary school buildings and sites, approves the courses of study, qualifications for admission, standards for instruction and graduation of students enrolled in State Teachers Colleges, prepares department reports, assists with the examinations given by the various professional licensing boards on each of which the Superintendent of Public Instruction serves as an ex officio member, is responsible for the licensing of private trade schools, correspondence schools, business schools, and all other private schools not included in these categories, and, in general, interprets and administers the laws of the Commonwealth with regard to the establishment, maintenance, administration of the public schools, and conducts hearings on appeals in teachers' tenure cases.

"In addition to these numerous responsibilities, the Superintendent of Public Instruction manages directly through his office all general financial matters of the Department and its agencies, the work associated with the State Library, school law, secondary education credentials, department and institutional personnel, publications, and public relations."

RECOMMENDED REORGANIZATION

The Director of this Survey recommends that constitutional and statutory changes be effected as soon as possible to provide a State Board of Education all members of which shall be laymen. The members should be appointed by the Governor for nine year terms, one membership to expire each year. These statutory and constitutional changes should also provide that the State Superintendent of Public Instruction shall be appointed by the State Board for a term of seven years without regard to his place of residence or political affiliations at the time of his appointment. He should serve as the chief executive but not as a member of the State

Board. All professional personnel of the Department should be appointed by the State Board but only on the recommendation of the State Superintendent.

Pending the time that the essential statutory and constitutional adjustments for the foregoing recommendations can be accomplished, there are important improvements which can and should be made under existing law.

The first step toward up-grading of the operation of the Department is a thorough revision of the present organization chart. There are, of course, many different patterns for the organization of a State Department of Public Instruction. In Chart 2 appended to this part of our report we have presented a plan of organization which shows graphically several respects in which the services and responsibilities of the Department can be performed more smoothly and efficiently. Under this proposed re-organization the Head of the Department would be relieved of numerous operational details and would, therefore, have more time to devote to matters of real importance. Deputies would be responsible for important duties of the Department, definitely enumerated and logically grouped. Moreover, each deputy would be designated as the official representative of the Department Head in the discharge of his duties as member of the boards of which the Department Head is an active or ex-officio member. Each deputy would be deputized as the representative of the Department Head on at least two such board assignments.

The Head of the Department, through his Chief Deputy, would maintain direct contact with the Director of Research and would channel research services to each division of the Department when and as needed. The same type of contact and distribution of services would apply to the Executive Assistant and the Director of Public Relations.

A similar relationship would exist in the case of the Deputy

in Charge of Instruction in the channeling of the services of curriculum experts and subject specialists.

This proposed organization chart and the foregoing comments concerning it show concretely some of the constructive steps which can be taken immediately. These steps and corrective measures as to salary inadequacies and inequities should be ready for such implementation as may be required of the legislature at its next session, in 1953.

From this time onward personnel employed in the Department should be carefully selected against a background of professional qualifications for the particular activity and responsibilities of the vacancy as it fits into the organizational plan as charted.

When the constitutional and statutory amendments previously referred to have been effected, the only change in the structure of the Organization that will be required will be to place the State Board of Education at the top of the organization and eliminate the State Council of Education, which is now a body operating under the Superintendent of Public Instruction and not a board to which the Superintendent and his staff owe their appointments and to which they look for over all regulation and policy formulation.

It is our opinion that the legislative action by which the proposed program is to be implemented should relieve the Department of Public Instruction of all its present responsibilities for Occupational Licensing, Motion Picture Censorship and administration of the Solicitations Act.

NINE GROUPS VOICE EDUCATION NEEDS
RECOMMENDATIONS FOR THE CONSIDERATION OF
THE CHESTERMAN COMMITTEE APPOINTED BY GOVERNOR FINE

September 17, 1952

Mr. Frank J. Chesterman, Chairman
Mr. John N. O'Neil, Executive Director
Dr. Clarence E. Ackley, Director of Education Survey
The Governor's State Survey Committee
Harrisburg, Pennsylvania

Gentlemen:

Representatives of nine educational groups hereinafter named have the honor of transmitting for your earnest consideration the following report and recommendations for the improvement of the state program of public education in Pennsylvania. For the attainment of the goals proposed and the improvements sought we pledge our active cooperation and support.

CONFERENCE MINUTES

On September 17, 1952 a group of individuals interested in the improvement of the educational outlook in Pennsylvania met in informal conference at State College, Pennsylvania. The individuals represented the following groups or organizations: (a) Deans and Professors of the Schools of Education, - State College, Temple University, University of Pennsylvania and the University of Pittsburgh; (b) County School Superintendents; (c) City and other District School Superintendents; (d) Supervising Principals; (e) High School Principals; (f) Pennsylvania State School Directors Association; (g) Pennsylvania Association of Colleges; (h) State Association of Independent (private) School Principals; (i) the Pennsylvania Council of Local Administrators of Occupational Education.

Dr. Clarence E. Ackley presided over the meeting and explained that the meeting had been called in response to requests for an opportunity to

present suggestions deemed appropriate for the consideration of the Chesterman Committee in its survey of the State Department of Public Instruction.

There was unanimity of opinion among the representatives of these groups that in the Department of Public Instruction it has become extremely difficult to attract and retain personnel of adequate professional preparation and appropriate experience as recognized leaders in the profession. It was further agreed that the results have been most unfortunate in terms of Department morale as well as in the ability of the Department to provide essential services to school districts and educational institutions. The conferees are convinced that some of the main reasons for this condition are:

1. Salaries of department personnel are not only too low but also inequitable in terms of years of service and eschelons of responsibility.
2. Functions and responsibilities are not clearly defined.
3. Policies are not definitely stated and consistently adhered to.

After careful consideration of the foregoing facts and conditions the representatives of the educational groups at this conference formulated and adopted the statement attached hereto for transmittal to the Chesterman Committee and to Dr. Clarence E. Ackley, Director of that portion of the state survey which pertains specifically to the Department of Public Instruction.

Earl K. Stock

Earl K. Stock, Secretary of the Conference
September 17, 1952

A STATEMENT CONCERNING THE NEED FOR REORGANIZATION

OF THE STATE DEPARTMENT OF EDUCATION

WITH SPECIFIC RECOMMENDATIONS FOR IMMEDIATE AS WELL AS LONG RANGE ACTION

I INTRODUCTION

The Governor of Pennsylvania recently appointed a State Survey Committee to study the various departments of the state government including the State Department of Public Instruction and to report to him concerning measures for the administrative reorganization of the departments. The Committee chose Ackley Associates with Dr. Clarence E. Ackley as Director to head the study of the Department of Public Instruction.

II STATE BOARD OF EDUCATION (State Council of Education)

The main functions of the State Board of Education should be to formulate and adopt necessary state-wide policies affecting public education, and to select a chief state school officer. The State Board of Education should not represent special interests or organizations but should be truly representative of all the people of the State. No one employed by a school, college or other institution for which the State Board may formulate standards or regulations should be appointed to membership on this Board. Membership on the Board should be looked upon as a high honor and as an opportunity for a large public service. A State Board of Education should always act as a committee of the whole and should painstakingly avoid any temptation to administer its policies except as specifically mandated. It should have the services of a well-qualified professional staff in the State Department of Public Instruction to provide it with facts, to guide its deliberations and to carry out its policies.

III DEPARTMENT OF PUBLIC INSTRUCTION

The educational groups of this conference conceive of the broad functions of the Department of Public Instruction as being classified under three major

categories: Leadership, regulatory, and operational. There are five broad and highly important leadership functions of the Department of Public Instruction. These are: (1) planning, (2) research, (3) advising and consulting, (4) coordinating, and (5) public relations. The chief energies of the State Department of Public Instruction should be to provide outstanding leadership through planning of the educational enterprise, conducting research to discover the functions which education can be expected to render for the welfare of Pennsylvania and its people and to appraise the results achieved, rendering consultative service to local school systems, coordinating the efforts of educational leaders throughout the State, and interpreting the work of the schools so that the public may better understand their goals and achievements and may thus guard against subversive and illfounded attacks on them.

Regulatory functions are a direct consequence of State authority and responsibility for education resulting in the setting of standards and safeguards to guarantee at least minimum educational performance. Leadership and regulatory functions are universally recognized as necessary and appropriate functions of the State Department of Public Instruction.

In the case of operational functions the consensus of leaders in state school administration is one of restriction to the absolute minimum since if the State operated in all areas of educational service the result would be a centrally controlled and operated public school system.

Potentially the State Department of Public Instruction in any state is the most powerful single educational authority. To make it possible for this agency to perform the important functions of leadership, mandated regulation, and the operational functions delegated to it, it must maintain state school administration staffed with the best professional talent, appointed solely on merit, free to offer vigorous leadership and provided with adequate financial support

and conditions of tenure favorable to constructive professional planning. The importance of this has concerned many thinking people throughout the state. In order to give point to this need the groups here represented have transmitted to the Director of the Survey of the State Department of Public Instruction statements concerning conditions in the Department of Public Instruction which are causing dissatisfaction and restricting its efficiency.

IV PERSONNEL PROBLEMS OF THE DEPARTMENT

Certain personnel problems in the Department are especially serious in their effects upon morale and efficiency. Three of these problems should receive immediate consideration.

A. Selection of Personnel

Members of the Department of Public Instruction should be chosen on merit, have adequate professional preparation, have extended and appropriate experience and be recognized as leaders in the profession.

B. Salaries of Personnel

Salaries of members of the Pennsylvania Department of Public Instruction are far below that which is necessary to attract the ablest leaders in education. We believe that salaries paid to the staff in the Department of Public Instruction should be equal to or better than those paid in states with population and wealth comparable to Pennsylvania. This would tend to attract and hold the best leaders in education. Present salaries of the Department of Public Instruction employees are not equal to those paid to administrative and supervisory staff personnel in secondary schools in second class school districts of Pennsylvania. In many cases they do not even equal salaries of the administrative staff of fourth class school districts.

C. Promotional Policy

The professional promotional policy of the Department should be such as to

reward faithful and efficient service and to eliminate all practice or requirements of political sponsorship.

V PROPOSALS AND RECOMMENDATIONS

After careful study several proposals have been formulated which it is hoped the Survey Committee will consider. These proposals are offered as constructive means which it is believed will contribute much toward solving the problems of public education in the State. No criticism of past or present administrations is implied or intended. The proposals are designed as helpful suggestions for insuring the leadership and service which the public schools of Pennsylvania need now and will need increasingly to meet effectively the growing educational demands of this Commonwealth.

1. The constitutional and statutory changes be effected as soon as possible to provide a lay council (or board) of education of nine members to be appointed by the Governor for nine year terms, one to expire each year. That said council (or board) members be included among those officials who may be removed only for cause and with the approval of two-thirds of the Senate. That the superintendent of Public Instruction be appointed by and be responsible to the State Council (or Board) of Education. In only five states in the Union does the Governor appoint the Superintendent of Public Instruction.
2. The constitutional and statutory changes be effected to provide that the State Superintendent of Public Instruction be appointed by the State Council (or Board) of Education for a term of seven years without regard to place of residence or political affiliation. That he serve as the chief executive and not as a member of the State Council (or Board) of Education. That all professional personnel

of the State Department of Public Instruction be appointed and have their salaries determined by the State Council (or Board) of Education only on the recommendation of the State Superintendent. That the State Superintendent be held responsible for serving as a leader in the development of educational thought and legislation, in addition to discharging the routine responsibilities of an administrator.

3. That until such time as the essential adjustments can be affected by constitutional amendment, everything possible be done to develop public opinion and to effect desirable statutory changes. In this regard, attention is called to the fact that many steps in this direction can be taken under present regulations, such as:

- (a) Appointments to the State Council of Education can be carefully made, and it can be agreed that each of those appointed shall serve for the full term of the appointment.
- (b) Professional personnel in the State Department can be appointed now on professional bases with adequate professional education, have extended and appropriate experience, and be recognized leaders in the profession, and appointed only on the recommendation of the State Superintendent.
- (c) The State Council of Education and the Superintendent of Public Instruction can develop a clearer description of their functions which will emphasize educational leadership.
- (d) Political parties can be pledged not to require political sponsors for members of the State Department of Public Instruction and not to subject them to political pressures and obligations.

- (e) More adequate financial provisions can be made for the development of the State Department of Public Instruction to enable it to carry out the functions assigned to it by law and to discharge its leadership responsibility.
- (f) We suggest that the State Director of Vocational Instruction should hold a single position rather than the dual position as is at present time.
- (g) We suggest that an inquiry be made to ascertain whether or not the Federal funds appropriated for Vocational Education in this State are matched by State Funds.
- (h) We suggest that an inquiry be made into the unbalanced reimbursement in the divisions of vocational education to local districts without regarding the per capita cost of such division.
- (i) We recommend that cost accounting be the basis of reimbursement for any type or kind of vocational education.
- (j) We ask that an inquiry be made into the spending of Federal money for services that are to be rendered by the State for Vocational Education but are channelled in other directions, specifically that of a State Chief of Vocational Guidance whose services do not reach the local level as vocational guidance, and use of film libraries and equipment that are unattainable to local districts.
- (k) We ask that an investigation be made to determine the justification for the State support of such trade schools as exist in Scranton, Lancaster, Philadelphia and elsewhere. For example, the Thaddeus Stevens Trade School in Lancaster

will receive a grant of \$800,000 when more than 60% of its students have graduated from high school and are taking an additional four year course working on a cooperation plan and being paid by private contractors. In this instance state costs have amounted to nearly \$2,000 per student per year.

To this statement the representatives of the following educational groups attending this conference lend their support:

- (1) Schools of Education in Universities of the State
- (2) State Association of County Superintendents of Schools
- (3) State Association of District Superintendents of Schools
- (4) State Association of Supervisory Principals
- (5) State Association of Secondary School Principals
- (6) State Association of Independent (Private) School Principals
- (7) Pennsylvania State Association of School Directors
- (8) Pennsylvania Association of Colleges
- (9) The Pennsylvania Council of Local Administrators of Occupational Education

THE DEPARTMENT OF PUBLIC INSTRUCTION
SURVEY REPORT

PART C - THE ADMINISTRATION OF FUNDS CHANNELED THROUGH
THE DEPARTMENT OF PUBLIC INSTRUCTION

I. FUNDS FOR DEPARTMENT DUTIES

1. General
2. Occupational Licensing
3. Retirement Board Administration
4. School Plant Problems and School
District Re-Organization

Clarence E. Ackley and Associates

October 15, 1952

ADMINISTRATION OF FUNDS
APPROPRIATIONS CHANNELED THROUGH
THE STATE DEPARTMENT OF PUBLIC INSTRUCTION

For the biennium 1951-1953 state appropriations for education channeled directly or indirectly through the Department of Public Instruction totaled \$409,487,787, exclusive of \$5,222,820 appropriated to cover deficiencies of the 1949-1951 biennium.

These appropriations cover a wide variety of purposes and functions, six of which are of a more than temporary nature and are under the direct supervision and administration of the Department and three of which are only matters of routine clearance through that channel.

The six groups of services for which the Department has close administration of the funds appropriated are:

1. Funds used for the operation of the Department of Public Instruction	\$ 4,302,100
2. Funds for educational institutions owned by the state	13,435,500
3. State subsidies to county school offices and local school districts	313,230,200
4. The state's share of teacher retirement funds	37,444,987
5. Funds for special educational purposes	4,690,000
6. Funds for aid to financially distressed school districts	1,000,000
Total for these six purposes	<u>\$374,102,787</u>

The three groups of services over which the Department has only routine responsibilities are:

1. Medical education	\$ 7,336,500
2. Colleges and Universities - General	26,826,450
3. Art, trade and industrial schools	1,222,050
Total for these three purposes	<u>\$ 35,385,000</u>
Grand Total for education	<u>\$409,487,787</u>

A more detailed breakdown of these appropriations made by the legislature in 1951 is shown in the following pages of this report.

It is interesting to note that this total of \$409,487,787 which the 1951 session of the legislature appropriated for education is \$111,737,287 larger than the appropriation for education for the 1949-1951 biennium and that it is \$109,180,000 larger than the total state appropriations for all purposes including highway funds in the 1933-35 biennium.

Scope of This Survey

The limited period of time within which this survey must be completed is too short for a detailed examination of all the operations for which all these appropriations were made. However, reports attached hereto cover the following topics:

1. Operations of the Department of Public Instruction Pertaining to
 - a) Occupational Licensing
 - b) Administration of the School Employees' Retirement Funds
 - c) Administration of the Funds for Financially Distressed School Districts
 - d) School Plant Programs and Improvement of Administrative Units and Attendance Areas
2. Higher Education - Including Teacher Certification, Teachers Colleges and Medical Colleges
3. Distribution of State Subsidies - With Special Consideration of Loopholes in Present Reimbursement Laws and Practices

STATE APPROPRIATIONS FOR EDUCATION

FOR THE BIENNIUM 1951-53

FOR SERVICES ADMINISTERED OR SUPERVISED BY THE DEPARTMENT OF PUBLIC INSTRUCTION

1. For Operation of the Department

Departmental Salaries and Expenses	\$ 1,406,500	
State Library	390,500	
Professional Examining Boards	981,000	
State Board of Censors	202,600	
Federation of Junior Historians	17,200	
Evaluation of High School Credits	79,000	
Conducting Auditory Examinations	26,200	
Acquisition of Surplus Property	157,300	
Licensing Private Trade Schools	212,000	
Books for Partially Sighted	40,000	
Farm and Home Safety Education	26,300	
Accreditation of Veterans' Facilities	157,500	
Administration of School Employees' Retirement Bd.	462,000	
Administration of Solicitation Act	20,000	
Public Service Institute	124,000	
		\$ 4,302,100

2. For State-Owned Educational Institutions

State Teachers Colleges	11,600,000	
The State Oral School for the Deaf	316,500	
The Soldiers' Orphans School	881,000	
The Thaddeus Stevens Trade School	638,000	
		13,435,500

3. State Subsidies to Counties and Local Districts

Salaries in County School Offices	2,239,000	
Expenses of County School Offices	274,400	
Expenses of County Boards and Attorneys	52,800	
Transportation of Pupils	20,500,000	
Vocational Education	2,865,000	
School Lunch Program	149,000	
Miscellaneous Subsidies	450,000	
Support of Public Schools	286,700,000	
		313,230,200

4. State's Share of Teacher Retirement Funds

Contingent Reserve Account	18,403,846	
Annuity Reserve Account Number 2	15,731,141	
Former Teachers' Account	310,000	
Increased Retirement Allowances	3,000,000	
		37,444,987

5. For Special Educational Purposes

Aid to Free Public Libraries	\$ 130,000	
Education of Deaf, Blind and Cerebral Palsied	3,275,000	
Promotion of School Plant Development		
Building Rental to State School Authority	500,000	
Building Rentals to Other Authorities	400,000	
School Plant Needs Survey	60,000	
Curricula Revision	100,000	
Speech and Hearing Rehabilitation	150,000	
Training of "Uneducable"	50,000	
Highway Safety Education	25,000	
Driving Training Program	?? ???	
		\$ 4,690,000

6. For Financially Distressed School Districts 1,000,000

Total Purpose 1 to 6 Inclusive \$374,102,787

FOR MEDICAL EDUCATION

1. To Jefferson Medical College	1,500,000	
2. To Temple Medical College	1,375,000	
3. To Hahneman Medical College	1,000,000	
4. To Western State Psychological Institute	2,500,000	
5. To Women's Medical College	332,000	
6. To University of Penna., Veterinary Medicine	492,000	
7. To State College, Animal & Poultry Disease Lab.	437,500	
		\$ 7,636,500

FOR COLLEGES AND UNIVERSITIES - GENERAL

1. To Pennsylvania State College	17,105,000	
2. To University of Pennsylvania	4,107,450	
3. To University of Pittsburgh	3,396,000	
4. To Temple University	1,887,000	
5. To Lincoln University	331,000	
		\$ 26,826,450

ART, TRADE AND INDUSTRIAL SCHOOLS

1. State College - for various industries	395,000	
2. Philadelphia Commercial Museum	46,000	
3. Moore Institute of Art, Science and Industry	50,050	
4. Downingtown Industrial School	185,000	
5. National Agricultural College	62,000	
6. Johnson Industrial School	59,400	
7. Philadelphia Museum and School of Industrial Arts	126,500	
8. Franklin Institute	84,700	
9. Berean Training School	42,900	
10. Williamson Trade School	44,000	
11. Philadelphia Textile Institute	126,500	
		\$ 1,222,050

Grand Total for Education \$409,487,787

1. BUDGETARY PROCEDURES AND RESPONSIBILITIES IN GENERAL

Preparation of the Budget for the Department*

Responsibility for preparation. The State superintendent of public instruction is responsible for preparing the budget.

Participation of staff members. The State department of education comptroller, in consultation with bureau heads, assembles costs and supporting data for all programs within the responsibility of the respective bureau heads. These heads are State superintendent, directors of the bureaus of school administration, instruction, teacher education and certification, deputy superintendent in charge of professional incensing, director of State library, and secretary of school employees retirement board.

The State superintendent of public instruction also conducts periodic meetings with this administrative group, especially during legislative sessions, to consider legislative bills as they are introduced, to evaluate them, and to translate them into terms of service and financial requirements.

Relationship to State-wide plans. The budget is in fact the plan for achieving State-wide educational goals. All programs are authorized by law, and the budget represents the estimated cost to carry out the law.

Budgetary forms. All budgetary forms, the uniform accounting system, and all reporting procedures are prescribed by the governor through the budget secretary, as required by law.

Recommending amounts of State aids. The State superintendent of public instruction is responsible for recommending the amounts of State funds needed. All recommendations are estimates; some close and some approximations depending on the complexity of the factors involved.

*The Financing of State Departments of Education. Federal Security Agency, Office of Education, 1951.

Budgets of State Schools and Institutions Cleared Through the Chief State School Officer

Names of institutions

State-owned education institutions. State Teachers Colleges at Bloomsburg, California, Cheyney, Clarion, East Stroudsburg, Edinboro, Indiana, Kutztown, Lock Haven, Mansfield, Millersville, Shippensburg, Slippery Rock, West Chester; State Oral School for the Deaf, Soldiers' Orphan School, Thaddeus Stevens Trade School.

State-aided institutions. The Pennsylvania State College (Land Grant), Pennsylvania, Pittsburgh, Temple, and Lincoln universities, and Women's Medical College, Jefferson Medical College, Hahnemann Medical College, Philadelphia Commercial Museum, Philadelphia Museum School of Art, Moore Institute, Downingtown Industrial School, National Agricultural College, Johnson Industrial School, Franklin Institute, Berean Manual Training and Industrial School, Williamson Free School of Mechanical Trades.

Staff responsibility. The superintendent of public instruction deals directly with the heads of all State-owned educational institutions on financial, professional, or other matters. He also designates a department budget committee, comprising the comptroller, director of teacher education and certification, and the chief, school plant division. This committee schedules meetings and each fall meets with the president and bursar of each college to review budgets and make recommendations. A lump-sum appropriation is made for the State teachers colleges by the general assembly. The distribution among the colleges is made according to a formula based on objective data such as size of college, curriculum, and percent of students in residence. Extra-formula allocations are recommended to the superintendent for extra-ordinary repairs. Legislative appropriations supplement local receipts which are transmitted to the department of revenue and earmarked for the teachers colleges. Budget requests are prepared locally by each State-owned institution and submitted to the department for review and approval.

All State-aided institutions submit their budget requests to the budget office through the department of public instruction.

Authority over institution budgets. The superintendent of public instruction has no direct responsibility in administration of State-aided institutions, and their budget requests are explained and justified before the legislative appropriations committees by representatives of these institutions.

Action of the State Board of Education

The State superintendent of public instruction is the executive officer of the State council of education. All of its functions are performed through the State department of public instruction.

Authority over State department of education budget. The State council of education does not review nor approve the budget of the department of public instruction.

Authority of other State boards. The State board of vocational education has the same membership as the State council of education. The same members also make up the State board of vocational rehabilitation except that this board also includes the secretary of labor and industry, who is the executive officer of the rehabilitation board. The State board of vocational education has authority to review that phase of the budget of the State department of public instruction which affects vocational education. The State board of vocational rehabilitation functions through the department of labor and industry. Consequently, this board has no authority over any phase of the budget of the department of public instruction.

Coordination through budgetary control. Coordination of the State's total educational program through budgetary control is not possible as there is no single State board or council of education having budget responsibility for the entire State program of education.

Division of responsibility. Budget responsibility is divided between the State superintendent and the State board of vocational education.

Action of Other State Agencies on the Budget

Departmental budget requests are filed with the budget secretary as required by law. The budget secretary may, under the direction of the governor, make further inquiries and investigations as to the financial needs, expenditures, estimates, or revenues, of any governmental agency. The governor may, after giving each agency an opportunity to be heard, approve, disapprove, or alter the estimates. The budget secretary is required to submit all budget information to the governor as a basis for the governor's estimates for appropriations for the ensuing biennium.

As soon as the general assembly is organized, the governor submits a State budget, embracing therein the amounts recommended by him to be appropriated to the various State agencies, the estimated receipts from all sources, and an estimated amount to be raised by taxation or otherwise. Together with such budget, the governor transmits the estimates of receipts and expenditures, as received by the budget secretary from the officers in the executive, legislative, and judicial departments. A printed budget showing the governor's recommendations also includes comparative figures for the four preceding bienniums.

Publicizing the Budget

There is no legal requirement for publicizing the budget, other than the printing of the proposed biennial budget for the general assembly.

Legislative and Executive Action

Steps in legislative action. The legislature has available for examination copies of the original budget requests filed by the various State agencies, as well as a printed budget showing comparative figures for four bienniums and the governor's recommendations for the ensuing biennium. In due course, the superintendent of public instruction appears before the joint senate and house appropriations committee to answer questions and to supply any information requested that might further explain and justify the

appropriations requested. The legislature may increase or decrease the amounts as their judgment and the supporting evidence would deem advisable.

Liaison relationships. The superintendent of public instruction and the comptroller, with other staff members as needed, are available to supply information to the legislature whenever requested.

Limitations on legislative action. There are no limitations with respect to the authority of the legislature over State department of education appropriations.

Definite or open-end appropriations. Appropriations for government operations, other than subsidies, are definite. However, when appropriations are not sufficient to cover the needs required by law for support of the public schools and similar subsidies, the additional funds are supplied by a deficiency appropriation made by the next session of the general assembly.

Veto authority of the governor. The governor has the authority to veto specific items in the appropriation acts which are submitted to him by the legislature.

Appropriations

Fiscal period. The legislature approves appropriations for 2 years, extending from June 1 to May 31 of odd-numbered years.

Major categories of appropriations to the department.

- Departmental salaries and expenses
- State library
- Professional examining boards
- State board of censors
- Miscellaneous departmental programs
- Public-school employees' retirement board (administration)
- State-owned educational institutions

State aids for education

- Salaries and expenses of county and assistant county superintendents, supervisors of special education, and the expenses of county boards of school directors
- Transportation of school children
- Vocational education
- Support of public schools

Aid to school districts providing educational facilities through the public school building authority
Education of deaf, blind, or cerebral palsied
Retirement of public school employees
Miscellaneous subsidies to State-aided universities and colleges
Other State-aided institutions
County supervisor
Extension education

Action of State Agencies on Appropriations

Authority over appropriations to the department. After the appropriations have been approved, no other State agency may require the reduction, proration, or elimination of specific items in the budget.

Periodic allotments. Operating budgets, based on the appropriations approved and broken down according to a uniform classification of accounts, are revised every 6 months during the biennium. Expenditures and commitments must be kept within one-half of the appropriation during the first year of the biennium. Monthly operating reports, showing expenditures for the month and cumulative expenditures to date, as well as budgeted provisions for the corresponding period, always show the relationship between the budget and actual expenditures. Unexpended balances may be carried over from period to period and may be used as circumstances justify.

Positions and salaries. The establishment of new positions and the provision for staff salary increments are subject to availability of funds and the approval of the governor.

Printing. Constitutional provisions require that all State printing be performed under contract subject to the approval of the governor, auditor general, and State treasurer. The department of property and supplies is the agency designated by law to negotiate these contracts.

Travel. Travel allocations to departmental employees are approved by the superintendent of public instruction according to the requirements of the position, and subject to his policy and regulations. General regulations are also prescribed by the governor's executive board. Out-of-State travel is

subject to the governor's approval on the recommendation of the superintendent.

Supplies and equipment. All supplies and equipment are purchased centrally through the department of property and supplies, designated by law for that purpose. State-owned institutions may purchase perishable foods locally and make certain other purchases subject to the regulations of the department of property and supplies.

Flexibility. Transfer of funds may not be made from one appropriation account to another.

Pre-audit of expenditures. Purchases made by the department of public instruction through the designated purchasing agency are subject only to the availability of funds. The purchasing agency, however, is required to formulate standard specifications, so that all the benefits inherent in large scale buying will accrue to the State through competitive bidding by vendors.

Post-audit of expenditures. Appropriation requisitions are audited currently by the department of the auditor general, and annual audit reports are prepared by the same agency.

Federal Grants Administered by the State Department of Education

State appropriation of Federal funds. Federal funds are not included in any State legislative appropriations except as supporting evidence for the State appropriation.

New Federal funds. When the State legislature is not in session or has not made provision for the acceptance of an unexpected Federal grant, the governor may, on the recommendation of the superintendent of public instruction, accept the grant pending further action by the general assembly.

Control of Federal funds. Aside from the State treasurer's custody of educational grants made to the department by the Federal Government, no noneducational State agency exercises controls over such funds.

2. OCCUPATIONAL LICENSING

Another task force is making a separate survey of occupational licensing and preparing a report concerning the general operation of that activity of the Department of Public Instruction. On that account it is not necessary to present here any detailed report on this topic.

Is Occupational Licensing Misplaced?

Pennsylvania is one of the four states (Illinois, Missouri, New York and Pennsylvania) in which occupational licensing is centered in the State Department of Education. There appears to be no compelling reason why the centralization might not as well be in the Department of Health as it is in five other states (Iowa, Kentucky, Nebraska, New Jersey and Rhode Island) or in a department of state government devoted only to licensing (as in California, Virginia and Washington).

Occupational licensing is essentially an exercising of the police power of the state to advance the health, safety and welfare of the people. It is a legal device by which activities previously permissible without regulation are brought under government regulation. In nearly every instance the legislation has not been inspired by those who are primarily interested in public education. Instead the legislation usually springs from a request initiated by a group inspired chiefly by a desire to create a monopoly situation to reduce competition and raise prices. The motive is educational only to the extent to which it provides elimination of charlatans, incompetents and frauds by setting up standards of preparation and practice.

Occupational licensing regularly provides a two-fold legal coverage, a) control over entrance into the occupation and b) promulgation and enforcement of standards of practice among licensed practitioners. The type of inspection and litigation required for the second of these responsibilities is not compatible with the regulatory policies and practices prevailing in the department as a whole. The control over entrance to occupations is

essentially the same as the Department's responsibility for the licensing of teachers. There are strong indications that both functions of occupational licensing are only faint-heartedly performed.

One basic reason for poor enforcement as well as poor control over entrance to the licensed occupations lies in the fact that each licensed occupation operates under a board whose members have vested interests both in regard to those who are to be granted licenses and those who are to have licenses suspended or revoked. In determining who shall be licensed these boards prepare and administer the tests, notwithstanding the fact that some or all of the board members may have a very direct interest in the passage or failure of certain candidates. Similar grounds for biased judgment prevails when these same boards conduct hearings the results of which may be beneficial to individuals in whom they are directly interested or disastrous to other individuals against whom they have strong prejudice.

If there is a sound reason for centering this licensing in the Department of Public Instruction that reason must be primarily in the fact that the Department should be able to devise and administer standard, reliable, and thoroughly unbiased tests for new applicants. At present this is not being done, and it cannot be done without the services of specialists in test construction, the said specialists being given unhampered authority to construct and administer tests (not essays and English compositions).

Magnitude of the Responsibilities

A general idea of the size of the occupational licensing activities is indicated by the fact that the amount appropriated to the Department of Public Instruction has grown from the large sum of \$500,000 for the biennium 1939-41 to \$981,000 for the biennium 1951-53. It is further shown by the fact that 13 different occupations are now licensed by boards

operating within the Department of Public Instruction and the total number of individuals holding these licenses exceeds 216,000. More than 10,000 licenses are issued annually by the 15 boards in the Department.

In regard to the amounts appropriated to the Department for the administration of occupational licensing it should be remembered that this appropriation is essentially an advance against the fees which will be collected from the applicants and licensees. These license and renewal fees usually equal or exceed the amount appropriated by the state. For example, the state appropriation for occupational licensing for the biennium 1939-41 was \$500,000 and license fees received during that biennium were \$850,345; for the biennium 1949-51 the state appropriation was \$800,000 and the license fees received totaled \$1,000,996.

Recommendations

Since occupational licensing is not essentially an educational activity and since there are many other types of licensing (such as funeral directors, mine inspectors, and insurance brokers and agents), it is recommended

- a) That administration of Occupational Licensing be removed from the Department of Public Instruction and be placed in a Department of Professional and Occupational Registration as it is in the states of Virginia, Washington, California, Utah and New Jersey.
- b) That until Occupational Licensing is removed from the Department of Public Instruction the administration of this activity be a responsibility of the Deputy Superintendent of Higher Education, which office was created by legislation in 1951 for the specific purpose of coordinating and administering educational programs of a post-high school level.

3. RETIREMENT BOARD ADMINISTRATION

Since a detailed study of the Public School Employees Retirement System is being made by another agency or task force only a few comments are offered here.

- a) It seems unfortunate, if not indeed shameful, that a board or division of the Department of Public Instruction charged with responsi-

lity for administering a multi-million dollar business should be properly quartered and equipped. The 52 employees of the retirement board are placed in dingy quarters on the fifth floor of the education building except for one small room on the fourth floor. The receptionist and two stenographers are stationed in an open corridor. Girls working all day on records and accounts are huddled into overcrowded rooms which are improperly and inadequately lighted. These employees are responsible for mailing out more than 11,000 checks each month covering annuities averaging a total of more than \$1,000,000 a month, and the book value of the funds administered was \$388,500,000 as of July 1, 1952.

The filing equipment, the system of records and the business machines of these offices are not adequate or conducive to a high return from the labor expended.

b) The nature and volume of the business transacted by the Public School Employees Retirement Board should at all times be under the direct administration of a competent executive secretary or director. It is unfortunate, therefore, that many months have elapsed during which the vacancy caused by Mr. Shambach's retirement on December 1, 1950, has not been filled.

c) For a period of several years (1933 to 1947) the excess income on investments of the fund exceeded the 4% yield guaranteed by the Commonwealth to an amount sufficient to carry the costs of administration (except for the need of an additional \$33,000 in 1947). Since 1947 it has been necessary to make substantial appropriations to cover the costs of administering the affairs of the Retirement Board, the appropriations being \$300,000 for the biennium 1947-49, \$460,000 for the biennium 1949-51 and \$462,000 for the biennium 1951-53.

Since it has become impossible to obtain a 4% yield today except by substantial earnings through appreciation to supplement regular interest earnings it would seem wise to add to the administrative staff a full time investment expert.

4. SCHOOL PLANT PROBLEMS AND SCHOOL DISTRICT RE-ORGANIZATION

Today at least 27 states are actively at work on the improvement of their patterns of school district organization. In some instances the county unit is the goal, in others the community unit and in still others the goal includes local or community administration of elementary schools, a group of communities or even a whole county for high schools, and a still larger area (even a group of counties) for special public school programs such as vocational centers and junior colleges.

Notwithstanding the wide variety of patterns of organization sought in these several states, one aim is common to all of them, namely, a transition from small anemic administrative areas to areas large enough to provide sufficient pupils, sufficient facilities and sufficient taxable wealth to maintain a good modern program of education.

Steps of Progress

For more than half a century Pennsylvania has been taking various steps toward the type of attendance areas and administrative units that will most likely assure improved facilities and enriched programs. The Consolidation Act of 1901 provided for "centralization" or "a system of schools in a township, providing for the abolishment of all subdistricts and the conveyance of pupils to one or more central schools." The Consolidation Act of 1911 advanced the program somewhat further by increasing school board authority over the closing of small schools and by authorizing cooperation with other school districts. The Schweitzer Act of 1911 introduced the element of compulsion by requiring the closing of one-room schools with attendance below 10 pupils. The legislation of 1911 also initiated joint board agreements subject to approval by the State

Council of Education.

Real impetus was provided by the legislation of 1921 establishing an obligation for the state to pay \$200 for each one-room school closed by a district since 1911, the payments to begin in 1921. For the year ending June 30, 1950 the school districts of the state received this \$200 annual subsidy on a total of 8,366 one-room schools which had been permanently closed since 1911. Unfortunately, however, more than 2,000 one-room schools are still in operation.

In 1939 additional school legislation made provision for school district mergers. The essential difference between the formation of mergers and the earlier provision for creation of union districts lies in the fact that the merger legislation authorizes county boards of school directors to formulate plans for logical grouping of districts which may be merged on approval of the electors of the districts concerned.

Act 403 of 1945 greatly accelerated cooperative planning for school facilities on the high school level by creating a state obligation to reimburse high school operations on a cost basis rather than teaching unit basis in the school districts maintaining high schools operated jointly. This legislation together with Act 361 of the 1947 session started a very wholesome interest and activity in every section of the state.

Act 361 required each county board of school directors to prepare plans for the reorganization of the school districts of their counties and to submit these plans for the review and approval of the State Council of Education. The activities of the county boards in complying with the act were of very uneven merit. In a few counties excellent planning was done. In many the job was faint-hearted and superficial. In a few the whole matter was viewed with contempt and only a token plan was submitted. No doubt it was very unfortunate that the Department was unable to establish for the purposes of the act a special task force of field workers to assist the county superintendents and county boards, and perhaps it was even more

unfortunate that the county boards never did receive the review and comments they expected from the State Council of Education for, of course, the Council did not have any special staff to render the anticipated service. Notwithstanding all these shortcomings, however, the state as a whole was made highly conscious of the need of better patterns of attendance areas and administrative units as a result of the provisions of Act 361.

IN ALL THE PLANNING FOR BETTER SCHOOL DISTRICT ORGANIZATION ONE STUBBORN FACT HAS STOOD OUT CLEARLY, NAMELY, NO REALISTIC REORGANIZATION IS POSSIBLE WITHOUT A SUBSTANTIAL PROGRAM OF SCHOOL PLANT PLANNING AND CONSTRUCTION. EQUALLY CLEAR IS THE FACT THAT MANY SCHOOL DISTRICTS OF THE STATE ARE UNABLE TO PROVIDE ADEQUATE BUILDINGS WITHOUT FINANCIAL ASSISTANCE OF SOME TYPE.

Financial Aid

The State Constitution limits the borrowing power of each school district to 2% of the assessed valuation as the maximum bonding power of the school board without a referendum vote. By approval of the electorate the district may issue additional bonds not to exceed an additional 5% (making a grand total of 7%) of the assessed valuation of the district. In general the assessed valuations of the school districts of the state are so low that relatively few districts can float bond issues of sufficient size to finance the school building programs needed.

Realizing these constitutional limitations and the need of financial assistance to the school districts, the Legislature of 1947 created the State Public School Building Authority and authorized that agency to erect school buildings and make them available to school districts on an annual rental basis. This legislation also provided that when school districts obtain the use of school plants by this method the Commonwealth will assist the districts in meeting their rental obligations, - the amount of state assistance being determined by a formula designed to give most financial assistance to districts having lowest financial resources.

Meanwhile another but similar method of financing school plant programs was gaining significance. The Municipal Authorities Act of 1945 was amended in 1947 by Act 249 to permit municipal authorities to include school buildings among the projects they were authorized to erect and lease. In 1951 this act was further amended to authorize school districts to set up their own Authorities. Legislation of 1951 (Act 627) also provided for the same type of financial assistance on rental payments to school districts using the Municipal Authority Plan as for districts using the State Public School Building Authority Plan.

The Legislature of 1951 also amended the legal provisions for financial encouragement for the formation of jointures, mergers and union districts. Joint operations now receive a special bonus for elementary as well as high school programs and merged or union districts receive a still larger bonus. Briefly stated these supplementary subsidies are as follows:

For joint elementary or high school operations \$500 per teaching unit

For merged or union districts \$800 per teaching unit

Of course, in every instance, the \$500 or \$800 per teaching unit must be multiplied by the district's standard reimbursement fraction.

Current Activity

The cumulative effects of the Closed School Subsidy Act, the County Plan Act, the Public School Building Authority Acts, the Municipal Authorities Acts, the Acts aiding the school districts in their "rental payments" and the Acts extending special supplementary aid for approved jointures, mergers and union districts have brought about a genuine school building boom.

The State Public School Building Authority Program

Method of Operation. The Legislature created the State Public School Building Authority for the purpose of constructing, improving, maintaining and operating public school buildings and furnishing and equipping the same for use as public schools, as a part of the Public School System of the

Commonwealth of Pennsylvania, under the jurisdiction of the Department of Public Instruction.

This Authority is authorized to issue and sell its own bonds for the purpose of raising money with which to pay for school projects requested by individual or Joint School Boards and approved and undertaken by the Authority. The facility is leased by the Authority to the School District or Districts at an annual rental for a term not exceeding forty (40) years.

This Authority operates on a non-profit basis. Its services including direct cost of administration, are provided without charge to any School District in the Commonwealth upon application. The annual rental chargeable to a School District for a facility which has been provided by the Authority will be based upon the total amount of bonds which have been issued by the Authority to finance the individual project involved. Typical of the items included in the cost of the project (but not necessarily limited to these) are, cost of structure; Architects' fee; cost of site (if not owned by School District); advertising; inspection; proportionate share of expense of setting up and sale of bonds; proportionate share of trustee fees, bond counsel and other legal fees involved; cost of movable equipment and furniture requested by School District, if to be provided by the Authority.

Operation and maintenance of the facility are under the jurisdiction of and paid for by the local School District. Cost of fire and other insurance coverage is paid by the School District.

Under the law, no contract can be executed between the State Public School Building Authority and a School Board without specific written approval by the Department of Public Instruction. All applications for services submitted to this Authority must be referred to the Department of Public Instruction for review, as required by law.

Personnel and Program. Eighty-two (82) persons are presently in the employment of the State Public School Building Authority of whom fifty-one (51) are assigned to the Construction Bureau reviewing plans and specifications and supervising and inspecting the construction of Authority projects.

To date, this Authority has completed fifty-three (53) projects costing approximately \$18,000,000.00 and has forty (40) projects presently under construction estimated to cost approximately \$21,000,000.00. In addition to those projects completed and under construction, funds have been allocated in the amount of \$30,000,000.00 for the construction of sixty (60) additional projects. Bids are being solicited for these projects as fast as plans and specifications are prepared by the Architect selected by the local school district and are reviewed and approved by the various required agencies. It is my opinion that all of these projects will be under construction prior to June 1953.

The Authority has negotiated the sale of Authority Bonds in the total amount of \$70,000,000.00 with the Custodial Boards of the Commonwealth. The First and Third Series of Authority Bonds, in the amounts of \$25,000,000.00 and \$30,000,000.00, respectively, are being purchased by the Public School Employees' Retirement Board and the Second Series, in the amount of \$15,000,000.00, is being purchased by the State Employees' Retirement Board. Based on an interest rate of 3%, with a 20% reserve and a 37 year period of amortization, the cost per thousand dollars to amortize this money will be \$54.13. Additional bond money is needed at the present time for the further expansion of the program and every effort is being made to sell additional bonds.

Municipal Authority Projects

During the first four years of the life of the Public School Building Authority districts in urgent need of new school buildings grew impatient

and discouraged. It required two years to organize and staff the Authority and to obtain the necessary legal sanctions to make the bonds salable. Other delays followed while negotiations were being completed for sale of the first bonds issued. Then the school districts learned that the bonds issued were at a 3% interest rate whereas school bonds issued by school districts were often sold at rates as low as 1% or 1-1/2% of interest.

It was commonly believed therefore that the Municipal Authority method especially as revised in 1951 would soon replace the Public School Building Authority. The interest rate would surely be lower and the "red tape" in clearing approvals on the projects would surely be lessened.

Soon after the Governor had signed into law Acts 626 and 627 of 1951, the Department of Public Instruction was flooded with requests for approval of municipal authority projects. Unfortunately there was no appropriation of funds to enable the Department to set up a special crew or division to review applications for approval or to render advice and assistance to local districts. Although Acts 626 and 627 were not signed until January 21, 1952, a total of 180 projects had been filed before July 7, 1952, under the provisions of these measures and 94 of these projects had been given Department approval.

For the handling of applications for approval of building projects under municipal authorities the Superintendent of Public Instruction set up a committee of members of his regular staff consisting of:

- The Chief of the Division of Consolidation and Transportation
- The Acting Chief of Secondary Education
- The Acting Chief of Elementary Education
- The Chief of the School Plant Division
- The Advisor of the School Business Division
- The Director of the Bureau of School Administration

The matters given special consideration by the members of this committee are: conformity to the county and state plan for reorganization of administrative units; adequacy of the proposed facilities for providing satisfactory educational programs for the number of pupils to be served;

reasonableness of the cost estimate; soundness and practicability of the plans and specifications and ability of the district or districts to finance the project.

Building projects filed under the Public School Building Authority Act are reviewed by this same committee.

Inasmuch as each of the members of this reviewing committee is obliged to continue his regular full-time duties in addition to this special assignment it is obvious that the school plant program now in full swing and apparently destined to reach a size of at least \$200,000,000 or \$300,000,000 is not receiving and cannot receive proper review and guidance either in terms of (1) its effects on improving or retarding sound administrative units, (2) its compliance with sound principles of school plant structure and design and (3) its adherence to principles of sound financing.

The "bottleneck" in the School Plant Division is especially serious. With only five men available for reviewing the plans prepared by architects for the many projects some of the inevitable results are: (1) long delays before each preliminary and each final plan can be discussed, (2) perfunctory approval rather than a detailed critical analysis of plans and proposals, (3) virtually no assistance by correspondence and (4) no field assistance in developing plans or in the supervision of construction.

The overloading of the School Plant Division is further accentuated by that division's additional responsibility for the maintenance program of the 14 teachers colleges and 74 General State Authority projects in a \$24,000,000 program.

In view of the inadequate staffing of the Department of Public Instruction in contrast to the excellent staffing of the State Public School Building Authority, making possible and real the critical evaluation of plans proposed and providing careful supervision of construction, the State Public School Building Authority is rapidly gaining favor over the Municipal

Authority Plan.

Other reasons for a decline in the popularity of municipal authorities are: (1) the significant trend toward rising interest rates on municipal authority bonds, (2) high costs of services rendered by fiscal agents and bond attorneys, and (3) a growing practice of substantial charges by secretaries of the Municipal Authorities, - and in fact sometimes by salary demands of members of the Authority.

PART C - THE ADMINISTRATION OF FUNDS CHanneled THROUGH
THE DEPARTMENT OF PUBLIC INSTRUCTION

II. SUBSIDIES TO SCHOOL DISTRICTS

1. The Support of Public Schools

- a) Defects in Reimbursement Formula
- b) Excessive Reimbursement for Kindergartens
- c) Continuance of One-room Schools

DISTRIBUTION OF STATE SUBSIDIES

1. Subsidies for the Support of Public Schools

More than 69% of the total amount appropriated for education for the 1951-53 biennium is to be used to supplement local funds in the financing of the operation of the public schools. The \$286,700,000 appropriated for this purpose is more than four times the amount (\$65,388,280) appropriated for the same purpose ten years earlier.

During this ten-year period local funds for the support of public schools have also increased substantially, the amount contributed locally having risen from \$112,328,201 during the school year 1941-42 to an estimated \$192,000,000 during the school year 1951-52. (Latter estimate based on incomplete returns. Actual for 1950-51 was \$180,661,260). The increase in the local contribution was, therefore 71% while the increase in the state contribution was 338%.

Ten years ago the local districts carried 70.7% of the cost, the state carried 28.6% and the federal government carried .7%. For the school year ending in 1952 the local share of the cost was 56.1%, the state share 42.8% and the federal share 1.1%.

The table presented on the next page of this report shows the amounts spent and the relative amounts contributed by local, state and federal sources for the school years ending 1941 through 1951.

The major item in the increase of costs is the increased salary of professional employes and the automatic annual increases in these salaries mandated by law. The state's contribution has grown more rapidly than the local contribution because the state has, in effect, underwritten assumption of the cost of the annual increments. The minimum salary of

classroom teachers has been raised during the past ten years from a minimum of \$1,000 for elementary teachers and \$1,200 for high school teachers in 1941-42 to a single salary schedule with a \$2,400 minimum in 1951-52, and from an average salary of \$1,640 in 1941-42 to an average of \$3,400 in 1951-52.

AMOUNT OF LOCAL, STATE AND FEDERAL SUPPORT FOR THE
PUBLIC SCHOOLS OF PENNSYLVANIA IN TERMS OF CURRENT EXPENSE LESS TUITION

School Year Ending	Current Expense less Tuition	Local, State and Federal Support to Finance This Expense					
		Local	%	State	%	Federal	%
1941	\$152,939,741	\$122,294,988	80.0	\$ 29,561,775	19.3	\$1,082,978	.7
1942	158,872,348	112,328,201	70.7	45,431,698	28.6	1,112,449	.7
1943	162,476,734	118,703,222	73.1	42,634,462	26.2	1,139,050	.7
1944	174,638,011	117,174,915	67.1	56,350,560	32.3	1,112,536	.6
1945	180,035,024	122,569,540	68.1	56,425,866	31.3	1,039,618	.6
1946	187,857,977	126,079,903	67.1	60,738,456	32.3	1,039,618	.6
1947	210,896,885	131,757,903	62.4	76,827,293	36.5	2,311,687	1.1
1948	239,644,163	145,041,876	60.5	92,002,479	38.4	2,599,810	1.1
1949	257,535,373	171,165,560	64.0	93,321,634	34.9	3,048,179	1.1
1950	282,020,621	171,315,954	60.7	106,874,622	37.9	3,830,045	1.4
1951	309,316,146	180,661,260	58.4	125,311,570	40.5	3,343,316	1.1
1952*	335,812,000	190,000,000	56.5	143,312,000	42.1	3,500,000	1.4

* Estimate based on incomplete reports from the school districts.

Cost Still Rising

Under existing legislation (Act 472, Approved December 27, 1951) as explained in later paragraphs of this report, the Commonwealth will be obliged to continue increasing its subsidy for the support of schools until the biennium 1959-61 when this appropriation should level off.

The indicated obligation for this major item of the State's budget for education, the item "Support of Public Schools" is shown in the following table. This table is based on the assumption that the appropriation for 1951-53 is of the correct amount and on two further assumptions namely (1) that enrollments will increase at the rate of 3% per year through 1960-61 and (2) that the wide-spread activity in the formation of jointures,

mergers and union districts will result in an increase of \$3,000,000 per year in the State's obligation under existing legislation.

ESTIMATED SUBSIDY REQUIREMENTS FOR THE SUPPORT OF PUBLIC SCHOOLS

(Assuming appropriation for 1951-52 is of correct amount, allowing 3% annual increase in enrollments, and adding \$3,000,000 per year for extra obligations resulting from jointures, mergers and union districts.)

For Biennium 1951-53 On 56,526 T.U's	1951-52 - 1952-53	\$137,321,580 <u>149,378,420</u>	Total	\$286,700,000
For Biennium 1953-55 On 58,222 T.U's On Supplementals (\$3,000,000) On 59,969 T.U's	- 1953-54 - 1954-55	\$169,845,020 <u>181,838,820</u>	Total	\$351,683,840
For Biennium 1955-57 On 61,768 T.U's On 63,621 T.U's	- 1955-56 - 1956-57	\$194,192,420 <u>206,916,620</u>	Total	\$401,109,040
For Biennium 1957-59 On 65,630 T.U's On 67,599 T.U's	- 1957-58 - 1958-59	\$220,042,620 <u>233,562,420</u>	Total	\$453,605,040
For Biennium 1959-61 On 69,626 T.U's On 71,715 T.U's	- 1959-60 - 1960-61	\$240,565,934 <u>247,783,665</u>	Total	\$488,349,599

It must be remembered, of course, that the foregoing estimate does not cover appropriations for Transportation, Vocational Education, Salaries and expenses of County Superintendents and the rapidly increasing State obligation to aid in school building construction.

The Reimbursement Formula

State funds for the support of public schools are channeled to the school districts through the Department of Public Instruction. The Department is required by law to compute and distribute the amount due to each school district on the basis of official reports filed concerning the districts and in accordance with the criteria and the formula of the School

Code.

The essential data to be considered are (1) the market value of taxable real estate of each district as determined and officially reported by the State Tax Equalization Board and (2) the average daily membership of pupils enrolled in and attending the public elementary and high schools of the state. When state subsidy is sought for tuition paid to other districts, for approved transportation required and legally provided or for other special purposes or programs the cost of these services must also be officially and properly reported and considered.

An average daily membership of 22 high school pupils or of 30 elementary pupils constitutes a "teaching unit" for reimbursement purposes. A schedule of maximum state payments allowable for each such "teaching unit" is set up in the School Code, as follows: for 1951-52, \$4,000; for 1952-53, \$4,300; for 1953-54, \$4,500 and so on by steps of \$200 increase each year until a ceiling of \$5,500 is reached for 1958-59 and all years thereafter.

In an effort to provide greatest financial assistance to those districts having greatest need of financial assistance a formula has been devised and written into the School Code for determining each district's "Standard Reimbursement Fraction" (or the percentage applicable in determining whether the district shall receive 35%, 50% or some other percentage of the maximum allowable reimbursement per teaching unit, - of the schedule referred in the preceding paragraph.) This Standard Reimbursement Fraction (SRF) is determined each year by the Department of Public Instruction by (1) dividing the market valuation of the taxable real estate of the district by the total number of teaching units in the district, (2) finding the amount of tax a four mill levy on this market valuation should yield per teaching unit, (3) subtracting this estimated tax yield per teaching unit from the maximum allowable reimbursement per teaching unit, and then (4) dividing the remainder by the maximum allowable reimbursement per teaching unit.

This Standard Reimbursement Fraction (SRF) is used for several purposes, most important of which are (1) computation of the amount of state reimbursement due on instruction costs, (2) the amount of state reimbursement due each district on tuition paid to other school districts, and (3) the amount due each district for approved transportation expenditures.

By way of illustration let us suppose District A had in 1951-52 46 teaching units and a standard reimbursement fraction of .4687, District A should receive from the state during 1952-53 a subsidy "payment for instruction" computed as follows: $46 \times .4687 \times \$4,000$ or \$85,245.80.

Additional details are involved in the computation of subsidies for tuition and transportation expenditures and for special programs, but it is not necessary to present and illustrate these details here. Instead, it is sufficient for the present purpose to state that an effort at "equalization" is also sought in these subsidies through use of the same SRF (standard reimbursement fraction).

The very session of the legislature which established this method of distributing state subsidies partially nullified its efforts at "equalization" by providing that, regardless of the results obtained by application of the formula, no district shall receive less than \$1,000 per teaching unit and no district shall receive from the Commonwealth for the school years 1951-52 and 1952-53 on account of instruction than it received for that purpose for the school year 1949-50 (unless its number of teaching units for 1950-51 or 1951-52 is less than for 1948-49, in which case the guaranteed payment shall be proportionately lower). This "floor" of \$1,000 per teaching unit will cost the Commonwealth for the 1951-53 Biennium at least \$400,000 more than a straight calculated reimbursement. The "not less than for 1949-50 guarantee" will cost the Commonwealth for the 1951-53 Biennium at least \$600,000 more than a straight calculated reimbursement.

Defects Revealed in the Operation of the Formula

1. Inequities Arising from Inadequate Appraisal of Local Effort.

From the brief explanation of the state's method of distributing subsidies for the support of public schools as presented in preceding paragraphs of this report it can be seen that no consideration is given to the number of teachers employed, the total salary bill paid or the total cost of instruction in any school district in determining how much the state shall contribute as a subsidy to the district.

a) THERE IS NO RELATIONSHIP BETWEEN THE NUMBER OF TEACHING UNITS AND THE NUMBER OF TEACHERS EMPLOYED. There has never been a scientific determination of the most desirable size of a teacher load or of the maximum number of pupils per teacher that a school system should be able to instruct in a satisfactory manner. The size of the "teaching unit" in Pennsylvania (an average daily membership of 22 pupils in high school or 30 pupils in the elementary school) is merely a yardstick for reimbursement purposes, and that fact lends neither sanctity, nor scientific value nor obligation to school officials in schedule making and teacher assignments.

It is a matter of some interest, however, to note that in Pennsylvania the average number of pupils per teacher in the elementary schools has been continuously decreasing for more than thirty years, the average for 1919-20 having been 38.1 and the average for 1949-50 having been 28.6. In the high schools the average number of pupils per teacher has been continuously diminishing since 1932-33 when the average was 29.5, - the average for 1949-50 being 21.3.

The Total Number of Teaching Units Reimbursed May Exceed the Total Number of Teachers Employed. Notwithstanding the teacher-load trend discussed in the preceding paragraph and the reasonable assumption that state subsidy should not contemplate reimbursement for more teaching units than teachers employed, one district in 1948-49 received state

reimbursement for 69 teaching units but actually employed only 49 teachers. For the year 1950-51 no such glaring instance was found but a random sampling of districts showed more than a score of districts receiving reimbursement for from 3 to 10 more teaching units than teachers employed. For the state as a whole, however, reimbursement was made on 56,556 teaching units and 62,278 teachers were employed, - a ratio of 1.1 teachers for each teaching unit.

Numerous Kindergarten Teachers Serve Two Teaching Units.

More than 100 school districts in 1950-51 made a practice of using one teacher for two different kindergarten groups per day (one group in the morning, another in the same room in the afternoon) and in most instances the district received reimbursement for two teaching units for each such teacher employed. The cumulative result of that practice was that for 1950-51 the Commonwealth made reimbursement for 2,029 teaching units of kindergarten pupils to districts employing a total of only 1,035 teachers. This practice cost the Commonwealth at least \$2,000,000 in excess reimbursement for the year 1950-51.

The presentation of these facts is not to be construed as reflecting an opinion that the Commonwealth should not make the same reimbursement for kindergartens as for other elementary education. Serious doubt may reasonably be entertained, however, as to whether there should be such disproportionate reimbursement in terms of the number of teachers employed as kindergarten instructors.

b) THERE IS NO RELATIONSHIP BETWEEN STATE REIMBURSEMENT
AND LOCAL CONTRIBUTION.

Under the present formula for the distribution of state support funds there is no matched dollar basis by which the amount of the subsidy paid to a school district by the state is geared either to the revenue raised or to the revenue actually needed by the district for the operation of the district's schools. This fact is shown clearly by the following

analysis of receipts and expenditures.

Comparison of Receipts from State and Local Sources. At the time this study was made there were in the files of the State Department of Public Instruction complete official financial reports from 2,489 school districts for the school year 1950-51. Our study of these reports showed that only 768 of these 2,489 districts raised by local taxes that year as much money as they received from state appropriations.

Of these 768 districts 141 raised twice as much by local taxes as they received from state appropriations, and 17 districts raised at least 10 times as much locally as they received from state appropriations.

At the other end of this list of 2,489 districts were 1,721 districts which obtained from local taxes less than they received from state appropriations. Of that number 149 districts raised by local taxes less than one-fourth as much as they obtained from the state.

The unsoundness of this type of distribution of state appropriations for support and equalization of educational opportunities is even more apparent when it is noted that 12 districts levied only 10 mills of tax or less on their ridiculously low assessed valuations. In fact, one of the districts levied a property tax of only one mill and two had only a five mill levy.

Comparison of Expenditures with Amounts Received from State Appropriations. The aforementioned study of the financial reports of 2,489 school districts showed absurd results arising from the application of a formula which does not in any way spell out the intent of the state as to whether the appropriations shall bear some relationship to the actual costs of instruction, actual annual operational costs or grand total amount spent for all purposes including capital outlay costs and debt service.

Four hundred ten of these districts received as state appropriations toward the support of their schools \$2,169,048 in excess of

what they spent for cost of instruction. The items embraced under the heading of cost of instruction in these reports include the salaries of all teachers, supervisors and principals and their clerks, all expenditures for textbooks and school library books, all instructional supplies, the cost of teachers institutes and the expense of school commencements.

Of this group of 410 districts, 17 received more than they spent for all purposes, including capital outlay and debt service; three received more than they spent for all current expenses but less than the amount spent for all purposes; 19 received more than double the amount spent for instruction but less than the total spent for all current operating costs; 371 received more than they spent for instructional costs but less than their current operational costs.

Summary. To summarize briefly our findings regarding the inequities resulting from an inadequate consideration of local effort, attention is again directed to the following: (a) 27 districts received for 1950-51 more than \$430,000 more than they would have received if the state had subsidized these districts to the extent of paying the full average salary prevailing for the state for all of the teachers of these districts; (b) the state reimbursed kindergarten operations for 1950-51 in an amount of at least \$2,000,000 in excess of the amount it would have cost to limit the number of reimbursable units to a number not exceeding the number of kindergarten teachers actually employed, and (c) the state contributed to the support of public schools for 1950-51, in 410 districts, \$2,169,000 more than the total of all the costs of instruction in these 410 districts, - 17 of the said districts receiving more than they spent for all purposes, and three districts finding it unnecessary to levy more than a five mill school tax on real estate.

2. Continuance of One-Room Schools. In an effort to speed the closing of one-room one-teacher schools the state legislature has written

into the School Code a guarantee that school districts shall receive a special subsidy of \$200 per year for each such school permanently closed since 1911, provided the school was located in a school district of the fourth class or in a district of the third class which is in or coterminous with a township. Stimulated by this subsidy the school districts of Pennsylvania have closed more than 9,000 one-room schools. To keep faith regarding the promised subsidy, the legislature appropriates more than \$1,800,000 as an annual subsidy to the school districts in which these schools formerly operated. Even this stimulation, however, has failed to accomplish the elimination of all these one-room one-teacher schools.

When Act 403 was passed in 1945, with its provisions for distributing state funds to aid in the support of public schools on a teaching unit instead of a per teacher basis, it was generally believed that the then remaining 2,858 one-room one-teacher schools would soon pass out of existence. Act 403 and its successor Act 515 of 1947 seemed to place a strong penalty on the continuance of these vestiges of pioneer days. These laws specified that thenceforward the State Council of Education "shall withhold its approval of any one-room, one-teacher school unless (i) topography, distance or condition of roads are such as to make transportation of pupils impractical, or (ii) it is impossible to accommodate pupils in existing graded schools in the district or other districts, or (iii) the district is financially unable to construct a consolidated school." Apparently section 1241 of these acts, if strictly interpreted, required a district to exercise the choice of closing such schools or operating them without receiving credit for them as teaching units unless approval is obtained from the State Council of Education. Therefore, it was natural to assume that a high percentage of the one-room schools would be closed immediately following the passing of this legislation. This did not happen. Perhaps the chief reason lies in the fact that the Department of Public Instruction has applied at

interpretation which continues reimbursement to the districts concerned, basing the reimbursement on the aggregate average daily membership of elementary pupils whether housed in one-room schools or not. Thus a district operating 10 one-room schools with a combined average daily membership of 300 pupils can expect to be reimbursed for 10 teaching units, the same as a district with 300 pupils in a single carefully graded elementary school. Even if the average daily membership in such one-room schools is less than 30, the district receives credit for one teaching unit for each such school if the State Council of Education goes through the formality of approving that payment.

An additional peculiarity of interpretation by the Department holds that a one-room, one-teacher school is not a "one-room school" unless it houses all grades one to six or one to eight. Under this interpretation a district which houses, for example, grades one to three in one building under one teacher and grades four to six in another one of these one-room structures under another teacher has thereby taken these two schools out of the designation "one-room schools."

During the school year 1950-51 there were 334 schools which even this elimination by definition left in operation as "one-room schools," approved by the State Council of Education. Each of these schools was regarded as a full reimbursable unit, and as a result - notwithstanding the legislative intent to discourage their continuance - these schools obtained for the districts which perpetuated them more than \$225,000 more than a straight calculation based on their actual average daily membership would have yielded.

Summary and Conclusions

1. During the 10-year period, 1941-42 through 1950-51 local contribution to the support of public schools increased 71% while the state contribution increased 338%.

2. Under existing law the state must continue to increase its appropriation for the support of public schools until a peak appropriation of at least \$488,000,000 will be reached for the biennium 1959-61 for this one portion of the education budget.

3. The present reimbursement formula fails to distribute state appropriations equitably in terms of rewards for local effort or in terms of services purchased.

4. The continuance of certain one-room schools is rewarded rather than penalized.

5. The Commonwealth could save several million dollars each biennium without impairing educational returns if the following actions are taken:

- a) Limit reimbursement on kindergartens to an amount not exceeding one reimbursable teaching unit for each teacher actually employed (This reduces the state biennial appropriation more than \$4,000,000).
- b) Limit reimbursement in all cases to an amount not greater than the total cost of instruction. (This will cut the biennial appropriation at least \$4,000,000).
- c) Remove the \$1,000 per teaching unit guaranteed as a minimum and the "not less than 1949-50" guarantee for reimbursement on costs of instruction. (This will cut the biennial appropriation at least \$1,000,000).

PART C - THE ADMINISTRATION OF FUNDS CHanneLED THROUGH
THE DEPARTMENT OF PUBLIC INSTRUCTION

II. SUBSIDIES TO SCHOOL DISTRICTS

2. Vocational Education

VOCATIONAL EDUCATION

Sources and Allotments of Vocational Funds

State appropriations for vocational education have been more than trebled during the past 14 years, having risen from an appropriation of \$800,000 for the biennium 1937-39 to \$2,865,000 for the biennium 1951-53, an increase of more than 258%.

These appropriations for vocational education are matched by federal funds under the provisions of the Smith-Hughes Act and the George Barden Act, and the funds so matched are applied to four fields of vocational education, to the administration thereof and to the training of vocational teachers. The four fields are vocational agriculture, vocational industrial education, vocational homemaking and distributive education.

Allocation of federal funds to the states is made according to a state - national population ratio applicable to each field of service as provided in the several acts. To be more specific the latest record of nationwide distribution of federal vocational funds was as follows:

<u>Smith Hughes Act</u>	<u>Total Distributed</u>	<u>Population Basis</u>
Agriculture	\$3,000,000	State <u>rural</u> to total <u>rural</u>
Trade and Industrial (Including Homemaking)	3,000,000	State <u>urban</u> to total <u>urban</u>
Teacher Training	1,000,000	<u>Total</u> state to <u>total</u> national
<u>George-Barden Act</u> (An authorizing act - not an appropriation act)		
Agriculture	\$10,000,000	State <u>farm</u> to total <u>farm</u>
Homemaking	8,000,000	State <u>rural</u> to total <u>rural</u>
Distributive Education	2,500,000	State <u>total</u> to nat'l <u>total</u>
Trade and Industrial Ed.	8,000,000	State <u>non-farm</u> to national <u>non-farm</u>

The total amount made available to Pennsylvania for each of the services in accordance with the specified population basis is determined by the United States Office of Education.

Since Pennsylvania is a highly industrialized state, Pennsylvania naturally receives a larger portion of the vocational funds for vocational industrial education than for any of the other fields. This pattern of allocation is for 10-year periods, being changed only after each federal census is taken.

In case the approved centers and approved program in any one of the fields requires expenditures in excess of the matched funds allocated for that field there are two alternatives: curtail the program or make up the difference from state funds. On the other hand, if there is an unneeded and unused portion of the federal funds allocated to a given field (because not earned by services rendered in approved programs in approved centers) such portion must be lapsed. It cannot be used in some other one of the vocational fields for which there are state matched funds available. The one exception is that in the Smith-Hughes Act 20% of the federal industrial funds may be used for either homemaking or industrial education.

For the school year 1950-51 the allotments and approved expenditures in the several fields of vocational education were as follows:

FEDERAL VOCATIONAL ALLOTMENTS, 1952-53

Smith-Hughes Act

Agriculture	\$171,214.89
Trade, Industrial, and Homemaking	232,153.77
Teacher Training	<u>70,035.69</u>
Total	\$473,404.35

George-Barden Act

Agriculture	\$191,162.84
Trade and Industrial	397,195.44
Homemaking	290,595.93
Distributive Education	<u>8,653.84</u>
Total	\$887,608.05

Grand Total \$1,361,012.40

Payments for state administration and supervision for teacher training programs and for area supervision are made by the State Treasurer

on warrants and vouchers issued directly from the Department of Public Instruction. Reimbursement is paid by the Commonwealth to each school district annually in arrears for each school year for vocational courses approved by the Superintendent of Public Instruction. The annual rate for each pupil in average daily membership is:

In Vocational Agriculture	\$35.00
In Vocational Industrial	35.00
In Vocational Homemaking	20.00
In Distributive Education	50.00

These payments are in addition to what the district receives as its regular appropriation "for the support of public schools."

Enrollments for 1950-51 (Chart 1, page 6)

For the school year 1950-51 the enrollment (A.D.M.) in vocational education classes totalled 102,881 of whom 45,540 or 44% were in the field of Trade and Industrial Education; 37,746 or 36% were in Home Economics; 13,326 or 12% were in Agriculture, and 6,269 or 6% were in Distributive Education.

Expenditures by Fields and Functions (Charts 2 to 5, pages 7 to 10)

In rounded figures the amounts and percentages of expenditures for the fields of vocational education for 1950-51 were as follows: for Trade and Industrial, \$1,125,007 or 41%; for Agriculture, \$712,609 or 26%; for Home Economics, \$646,411 or 23%; for Distributive Education, \$120,609 or 4%; and for Vocational Teacher Training, \$160,000 or 6%.

Local School District Travel Reimbursement for the year 1950-51 amounted to \$106,375 for teachers and supervisors of day programs. Agriculture received \$85,798 or 81% of this amount; Home Economics \$11,382 or 10% and Vocational Industrial \$9,195 or 9%.

Federal, State and Local Shares of Cost. It is easy to lose sight of the fact that Federal and State vocational funds do not cover the

full cost of vocational education. The latest year for which a breakdown of the share of the cost born by the three levels of government is for the school year 1949-50. For that year the share was as follows:

VOCATIONAL EXPENDITURES BY SOURCE OF FUNDS (1949-50)

Purpose	Expenditures by Source of Funds				
	Grand Total	Total Federal	State and Local		
			Total	State	Local
Grand Total Under Smith-Hughes and George-Barden Acts	\$6,562,422	\$1,581,509	\$4,980,914	\$3,563,722	\$1,417,192
Agriculture	\$1,257,738	\$ 361,986	\$ 895,751	\$ 893,780	\$ 1,971
Trade and Industry	3,470,502	695,574	2,774,929	1,581,419	1,293,510
Home Economics	1,405,386	327,541	1,077,845	1,038,729	39,115
Teacher Training	151,141	75,570	75,570	75,571	
Distributive Occupations	277,656	120,837	156,819	74,223	82,596

Source: Statistical Report of the Superintendent of Public Instruction, 1950

TABLE 1

FEDERAL AND STATE VOCATIONAL FUNDS AVAILABLE FOR YEAR 1951-1952

	Total	Agriculture	Trade and Industrial	Home Economics	Distributive	Teacher Training
Smith Hughes	\$ 517,108.83	\$ 173,636.29	\$ 214,321.77	\$ 53,580.44	\$ 0.00	\$ 75,570.33
George Barden	982,259.27	188,350.18	460,035.00	295,177.48	38,696.61	0.00
Total Federal Vocational	1,499,368.10	361,986.47	674,356.77	348,757.92	38,696.61	75,570.33
(Minus Teacher Training)	- 75,570.33	or	or	or	or	-----
100%	1,423,797.77	25.424%	47.363%	24.495%	2.718%	-----
Total Federal Vocational	1,499,368.10	361,986.47	674,356.77	348,757.92	38,696.61	75,570.33
State Vocational	1,432,500.00	*1 344,985.30	642,682.60	332,379.92	36,881.25	75,570.33
Total State & Federal Voc.	2,931,868.10	*2 706,972.27	1,317,039.37	681,137.84	75,577.96	151,140.66
Total State & Federal Voc.	2,931,868.10	706,972.27	1,317,039.37	681,137.84	75,577.96	151,140.66
Spent for year 1950-51	2,612,600.84	*3 712,608.88=27.3%	1,125,007.64=43.1%	646,410.59=24.7%	120,608.83=4.8%	7,964.90=3%
Difference	+ 319,267.26	*4 - 5,636.61	+ 192,031.73	+ 34,727.25	- 45,030.87	+ 143,175.76
State Administration-All	152,122.72	38,535.62	55,129.94	36,971.00	13,521.32	7,964.90
Voc. Teacher Training	184,000.00	43,000.00	60,600.00	56,400.00	24,000.00	
County Ag. Salaries	143,220.00	143,220.00	-----	-----	-----	
County Ag. Travel	24,893.13	24,893.13	-----	-----	-----	
County Home Ec. Salaries	114,672.00	-----	-----	114,672.00	-----	
County Home Ec. Travel	20,549.66	-----	-----	20,549.66	-----	
Area Industrial (colleges)	83,600.00	-----	65,600.00	-----	18,000.00	
School Districts	1,803,248.91	462,960.13	857,383.34	417,817.93	65,087.51	

*1-State Vocational appropriations do not require exact amounts to be spent in each service. If the state were to allocate to each service on the same per cent basis as Federal Vocational funds are specified then this is the amount of state funds to prorate to each service.

*2-Total State and Federal Vocational funds - based on *1 above.

*3-The amount expended in each service - year 1951-52.

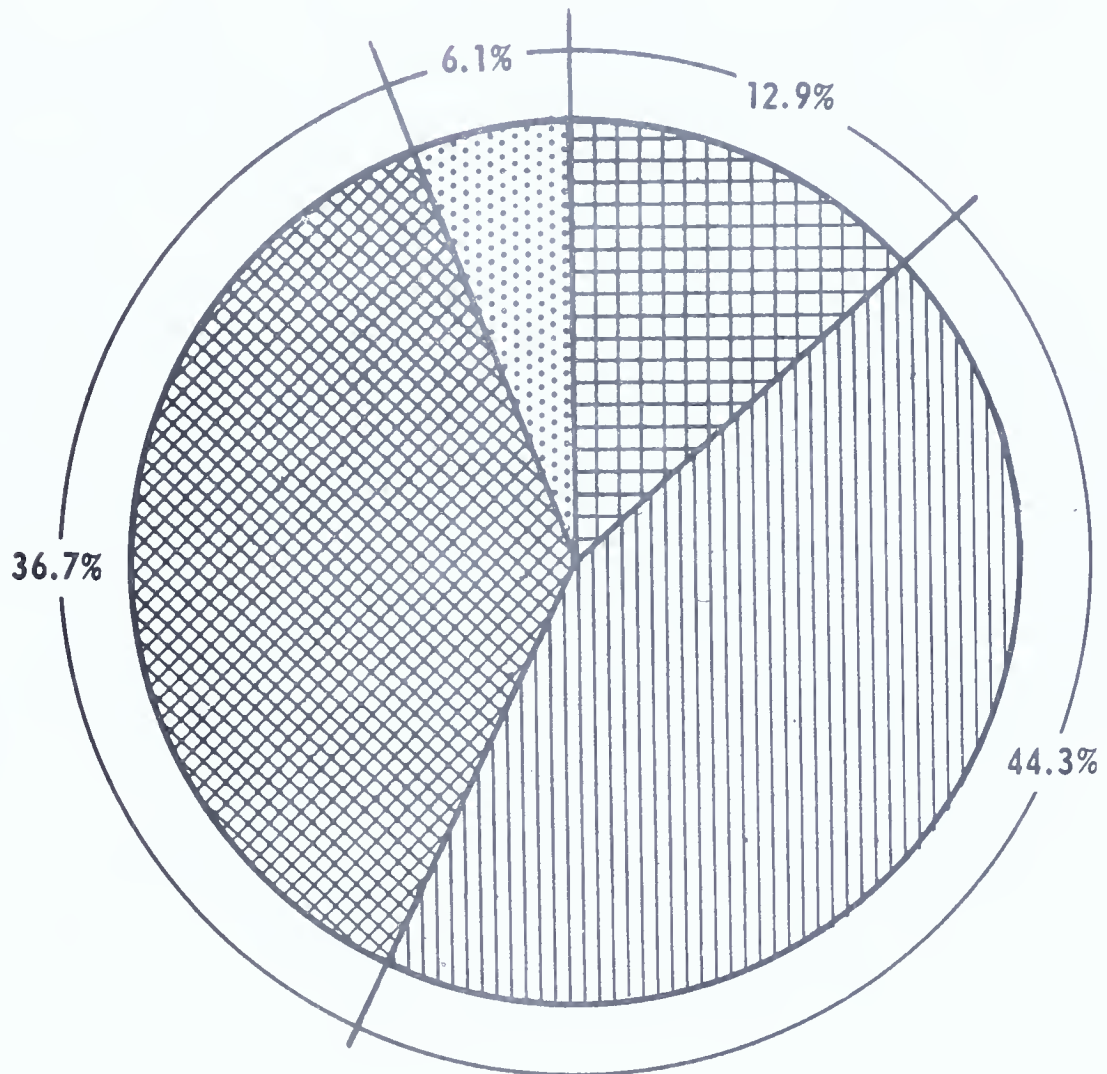
*4-The difference. (+)= amount available to the service and (-)= excess expenditure by the service as based on *1 above.

CHART 1

COMMONWEALTH OF PENNSYLVANIA - DEPARTMENT OF PUBLIC INSTRUCTION

TOTAL ENROLLMENT IN VOCATIONAL EDUCATION CLASSES BY FIELDS

1950 - 1951



	Agriculture	13,326 or 12.9%
	Trade and Industrial	45,540 or 44.3%
	Home Economics	37,746 or 36.7%
	Distributive	6,269 or 6.1%

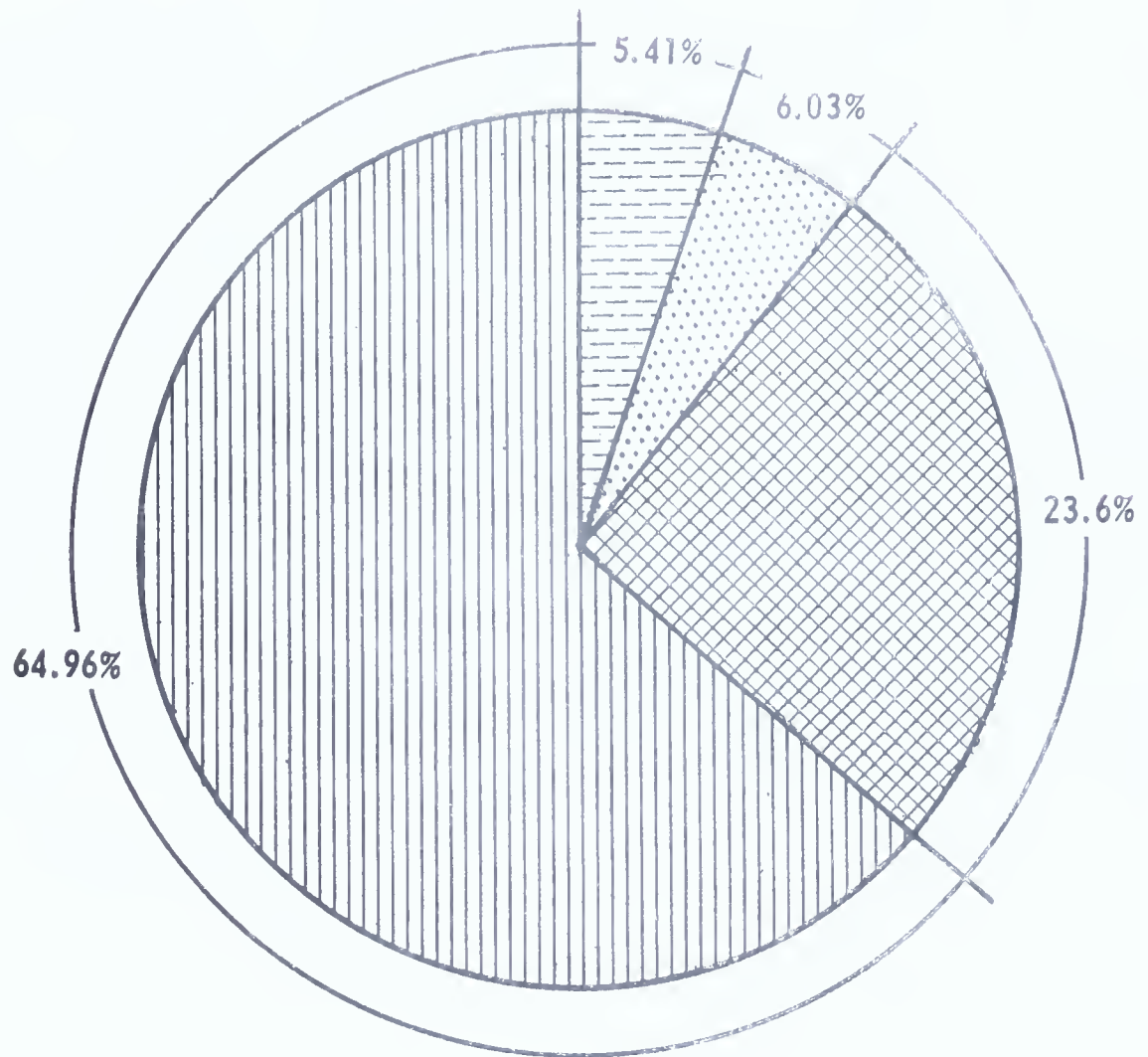
Total 102,881 100.0%

CHART 2

COMMONWEALTH OF PENNSYLVANIA -- DEPARTMENT OF PUBLIC INSTRUCTION

EXPENDITURES FOR AGRICULTURE

1950 - 1951



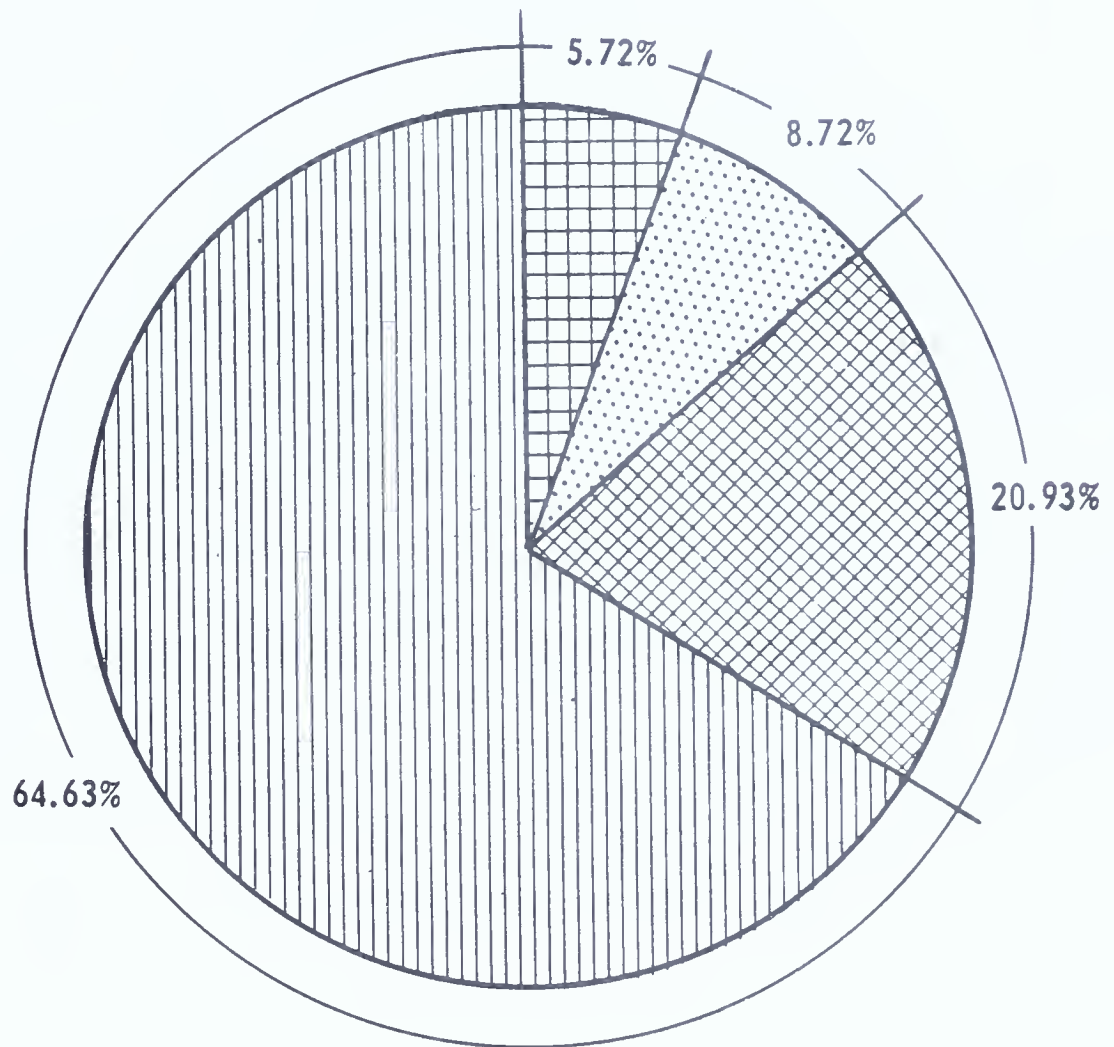
	State Administration	\$ 38,535.62 or 5.41%
	Vocational Teacher Training	43,000.00 or 6.03%
	County Agriculture Salaries and Travel	168,113.13 or 23.60%
	School Districts	462,960.13 or 64.96%
Total		<u>712,608.88</u> 100.00%

CHART 3

COMMONWEALTH OF PENNSYLVANIA — DEPARTMENT OF PUBLIC INSTRUCTION

EXPENDITURES FOR HOME ECONOMICS

1950 - 1951

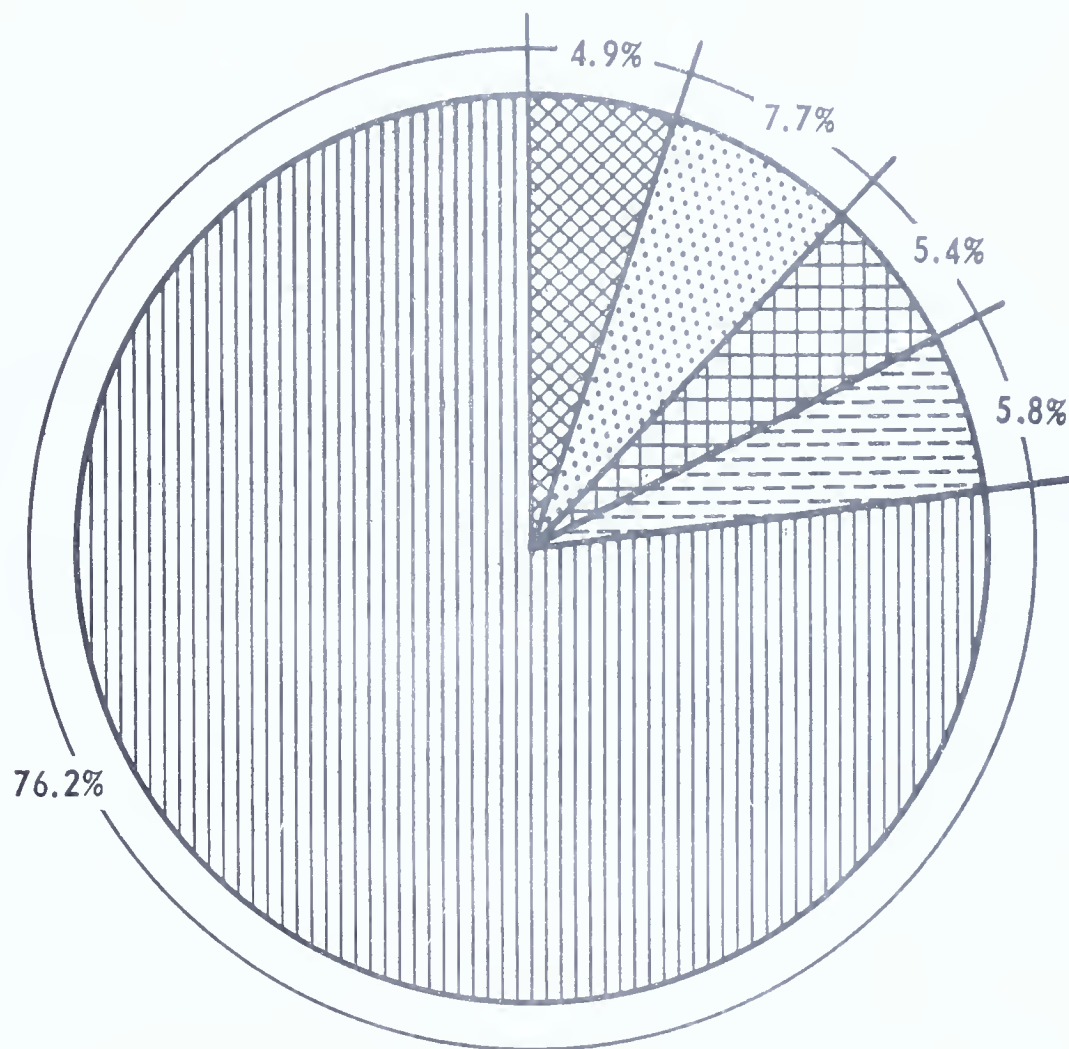


	State Administration	\$ 36,971.00 or 5.72%
	Vocational Teacher Training	56,400.00 or 8.72%
	County Home Economics Salaries and Travel	135,221.66 or 20.93%
	School Districts	417,817.93 or 64.63%
Total		<u>646,410.59</u> 100.00%

COMMONWEALTH OF PENNSYLVANIA - DEPARTMENT OF PUBLIC INSTRUCTION

EXPENDITURES FOR TRADE AND INDUSTRIAL EDUCATION

1950 - 1951



State Administration

\$ 55,129.94 or 4.9%



Public Service Institute

86,294.36 or 7.7%



Vocational Teacher Training

60,600.00 or 5.4%



Area Ind. (colleges)

65,600.00 or 5.8%



School Districts

857,383.34 or 76.2%

Total

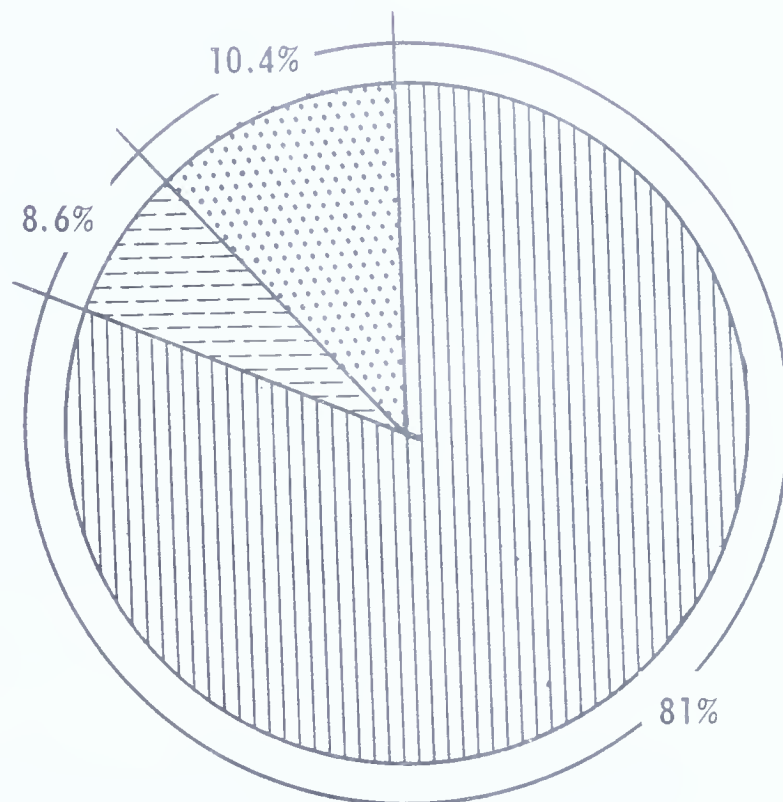
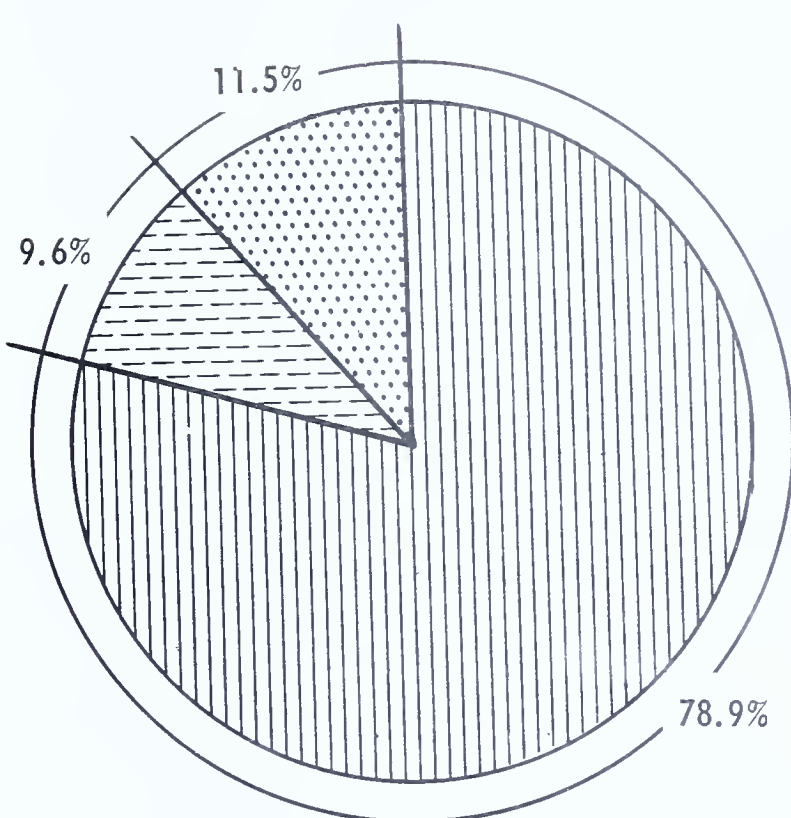
1,125,007.64 100.0%

COMMONWEALTH OF PENNSYLVANIA — DEPARTMENT OF PUBLIC INSTRUCTION

EXPENDITURE FOR SCHOOL DISTRICTS

TRAVEL

(Day School Only)



Agriculture



Trade and Industrial



Home Economics

1949-1950

1950-1951

\$78,087.73

\$85,798.40

9,542.14

9,194.78

11,359.44

11,381.87

98,989.31106,375.05

Comparative Enrollments and Costs

It is realized that there is a wide variation in the nature of the activities in the various fields of vocational education and that per pupil costs, therefore, have far less significance than they have in the field of general education. It is interesting, however, to note the number of pupils served in each field and the overall costs for each field in terms of the number of pupils.

COMPARATIVE ENROLLMENTS AND COSTS

Field	1948-49			1949-50		
	Enrollment	Over All Cost		Enrollment	Over All Cost	
		Total	Per Pupil		Total	Per Pupil
Agriculture						
All Day	10,297			11,375		
Day Unit	270			138		
Part Time and Evening	605			1,399		
Total	11,172	\$1,096,578	\$98.15	12,912	\$1,257,738	\$97.40
Home Economics						
All Day	15,793			15,861		
Day Unit	167			163		
Part Time and Evening	21,160			22,145		
Total	37,120	\$1,275,482	\$34.36	38,169	\$1,405,386	\$36.82
Trade and Indus'l.						
All Day	19,248			19,060		
Part Time & Eve. T. Extension	17,373			17,793		
Total	36,621	\$3,205,721	\$87.45	36,853	\$3,470,503	\$94.17
Distributive	1,188	\$ 203,147	\$171.00	4,751	\$ 277,656	\$58.44

Source: Statistical Reports of the Superintendent of Public Instruction, 1949-1950

Administration and Supervision

For carrying out the provisions of the Federal Acts pertaining to Vocational Education the State Council of Education has been designated

as the State Board for Vocational Education. This Board has developed a "State Plan" which is revised from time to time in order to provide and maintain a pattern of organization and a policy of personnel relationship to assure reasonable efficiency in the administration and supervision of vocational education throughout the state.

Unfortunately, for reasons presented in another chapter of this survey report (Part B), the State Council of Education is not a voice but an echo. Moreover, under existing statutory and constitutional limitations this body is without funds and without staff. Notwithstanding these limitations, this State Board for Vocational Education deserves great credit for making vocational education available in courses provided for more than 102,000 Pennsylvania youth.

It is a matter of common knowledge that there is a wide divergence of views as to what pattern of organization should prevail in setting up the supervisory areas for the several fields of the Vocational program.

This problem is far too large and too complicated for any quick and easy solution. Certain aspects of the problem, however, should be considered here.

Vocational Industrial Education has from its earliest days existed as a logical and rather normal modification of an activity for which a definite prototype had existed for years in manual training courses and general industrial arts programs.

Vocational Agriculture and Vocational Home Economics, however, made their initial appearance as something strange. It was slow work getting these two programs started. It was difficult to convince local schools that such subjects should be taught, even though there was substantial federal aid. In order to sell these programs county superintendents were

given county advisers who were in reality itinerant teachers of agriculture or homemaking. It was expected that this plan would operate only a few years until school districts throughout the counties would establish departments of vocational agriculture and home economics. On the whole this selling program worked well, and now the state is well covered, especially in homemaking which has scarcely any itinerant teachers today. In fact, the director of this survey is convinced, on the basis of personal inspection in scores of school districts, that there are in many counties too many centers rather than too few. By this statement we mean that dozens of the centers are anemic, ill-equipped and sadly uninviting. We are convinced, therefore, that more serious attention should be given to bigger and better centers rather than to more of the same.

For several years the Department of Public Instruction and the State Board of Vocational Education has been trying to work out a practicable program for supervision in the fields of vocational agriculture and vocational homemaking. To date the vestiges of the itinerant teacher remain. The lines of distinction between supervision and itinerant teaching are chaotic to the extreme. If these distinctions can be made clear-cut and definite, logical areas of supervision can quickly and easily be established.

No large well-administered city school system would expect each supervisor to try to render individual service to pupils; his dealings are with teachers. The same principle applies in industry and business. It seems logical to assume, therefore, that vocational agriculture, and to a less degree, vocational home economics may need more teachers and fewer supervisors.

Present Supervisory Loads

In Industrial Education 9 supervisors supervise 2,986 teachers, approximately one-half of them being under the direction of local city

directors. The range of supervisory load is from 104 teachers in 13 counties to 587 teachers in 3 counties. (See Map 3, page 18)

The State Board for Vocational Education has made allocation of funds to the University of Pittsburgh, Pennsylvania State College, and the University of Pennsylvania for the nine (9) area supervisors of industrial education.

In addition to this, Pennsylvania has seventy-eight (78) city directors of industrial education, who cover about one-twentieth ($1/20$ th) of the geographical area and supervise approximately one-half ($1/2$) of the two thousand nine hundred eighty-six (2,986) industrial teachers. The other half are supervised by these nine (9) men. In Allegheny County there are ninety-eight (98) industrial teachers who are teaching in districts without supervisors.

Most of the seventy-eight (78) city directors supervise all fields of vocational education in independent school districts. Forty (40) of these supervisors also teach regular classes part-time. Nearly all of them also supervise the district's adult education program in entirety or at least the vocational classes conducted.

In Home Economics, the range of supervisory load is from five (5) districts with six (6) teachers to eighty-four (84) districts with two hundred thirty-seven (237) teachers. In addition many homemaking county advisers, even those with heaviest loads, are devoting considerable time to the school lunch program. (See Map 2, page 17)

The county advisers of homemaking education have the primary responsibility for the supervision of vocational homemaking teachers. According to a Federal ruling, they may spend 20% of their time in the supervision of general homemaking education or other related activities.

In Agriculture the range of supervisory responsibility is from one (1) district to fifteen (15) school districts and from two (2) teachers

to sixteen (16) teachers. (See Map 1, page 16)

In Clinton County and in Wayne County the county advisers also teach two day unit classes each, each such class meeting ninety (90) minutes a week.

During the past few years, the county supervisor of vocational agriculture devoted as much as three-fourths of his time to the organization and administration of the Institutional On-Farm (G.I.) Training Program. In many of the counties, the county supervisor continues to have this responsibility. However, in some counties, no G.I. classes were in existence during the summer of 1952.

Inasmuch as the Veterans Administration, and the Veterans' service acts, provide Veterans' Funds to cover the services of training veterans, this service is one which should be financed from State funds.

This wide variation of supervisory loads is not to be construed as indicating that some supervisors have little or nothing to do while others are heavily overloaded. In all likelihood those working with few teachers are as busily employed as any others. But the question still recurs: Are they true supervisors or are they itinerant teachers? And does a sound pattern of supervision sanction the present type of assignments or does it instead call for a different delineation of teacher-supervisor relationship.

Supervisory Costs

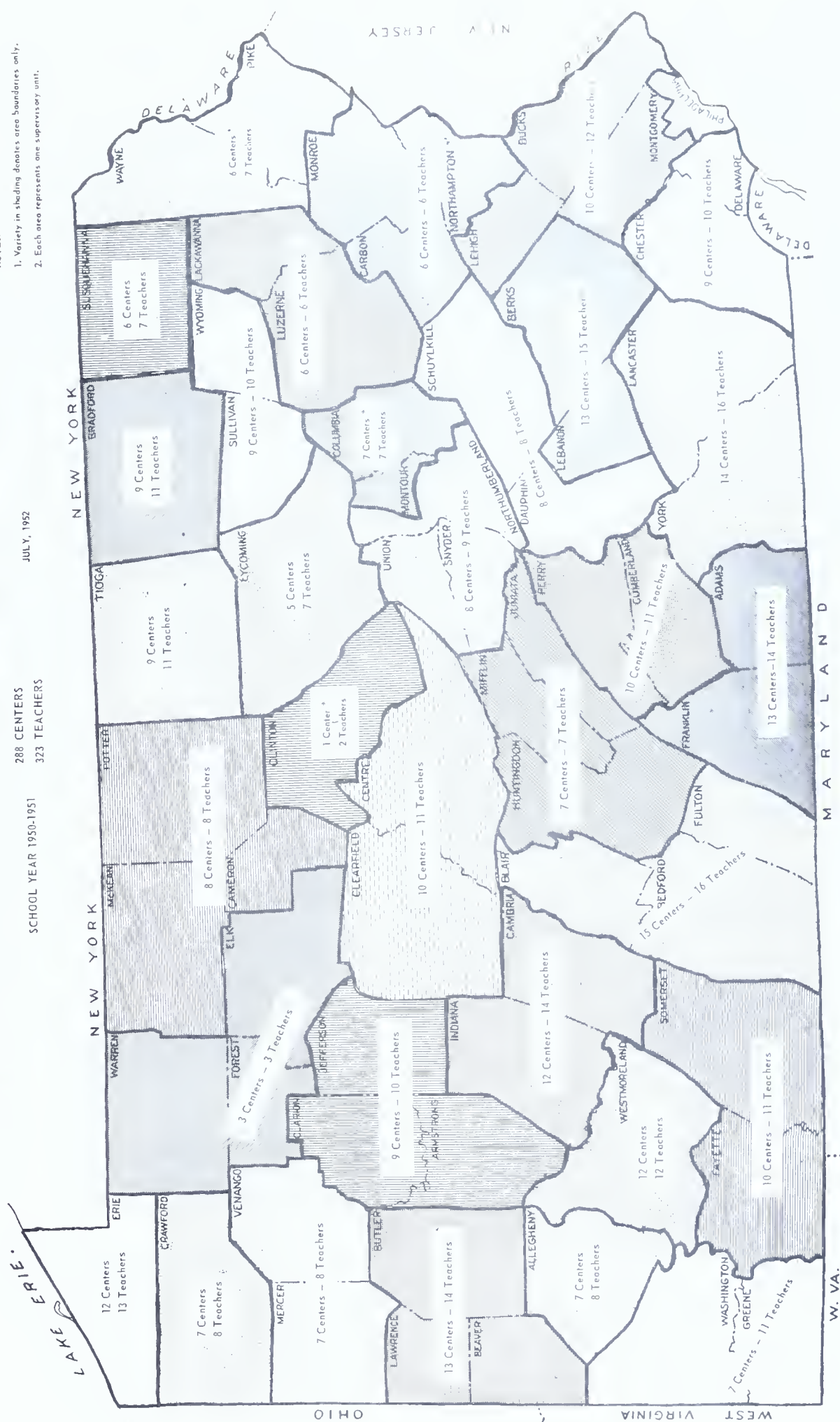
The relative costs of the supervision of the different fields of Vocational Education depend, of course, on the number of teachers per supervisor. It is not surprising, therefore, that supervision takes its biggest bite from each dollar in Vocational Agriculture. For 1950-51 23.6¢ was spent for supervision in Agriculture; 20.9¢ for supervision in Homemaking, and 5.8¢ for supervision in Trade and Industrial Education.

1. Variety in shading denotes area boundaries only.
2. Each area represents one supervisory unit.

288 CENTERS
323 TEACHERS

SCHOOL YEAR 1950-1951

ANALYST



* County Adviser teaches day unit class 90 minutes each week.

Clinton - 2 classes
Columbia-Montour - 1 class
Wayne-Pike - 2 classes

**COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC INSTRUCTION**

BB-803

NOTE - The departments include independent districts—in some of which there are supervisors excluding the service of county advisors.

VOCATIONAL TEACHERS 365



Teachers of Vocational - Industrial Education and Industrial Arts Education

NOTE—Industrial Arts figures do not include some Agriculture teachers who instruct Industrial Arts classes.

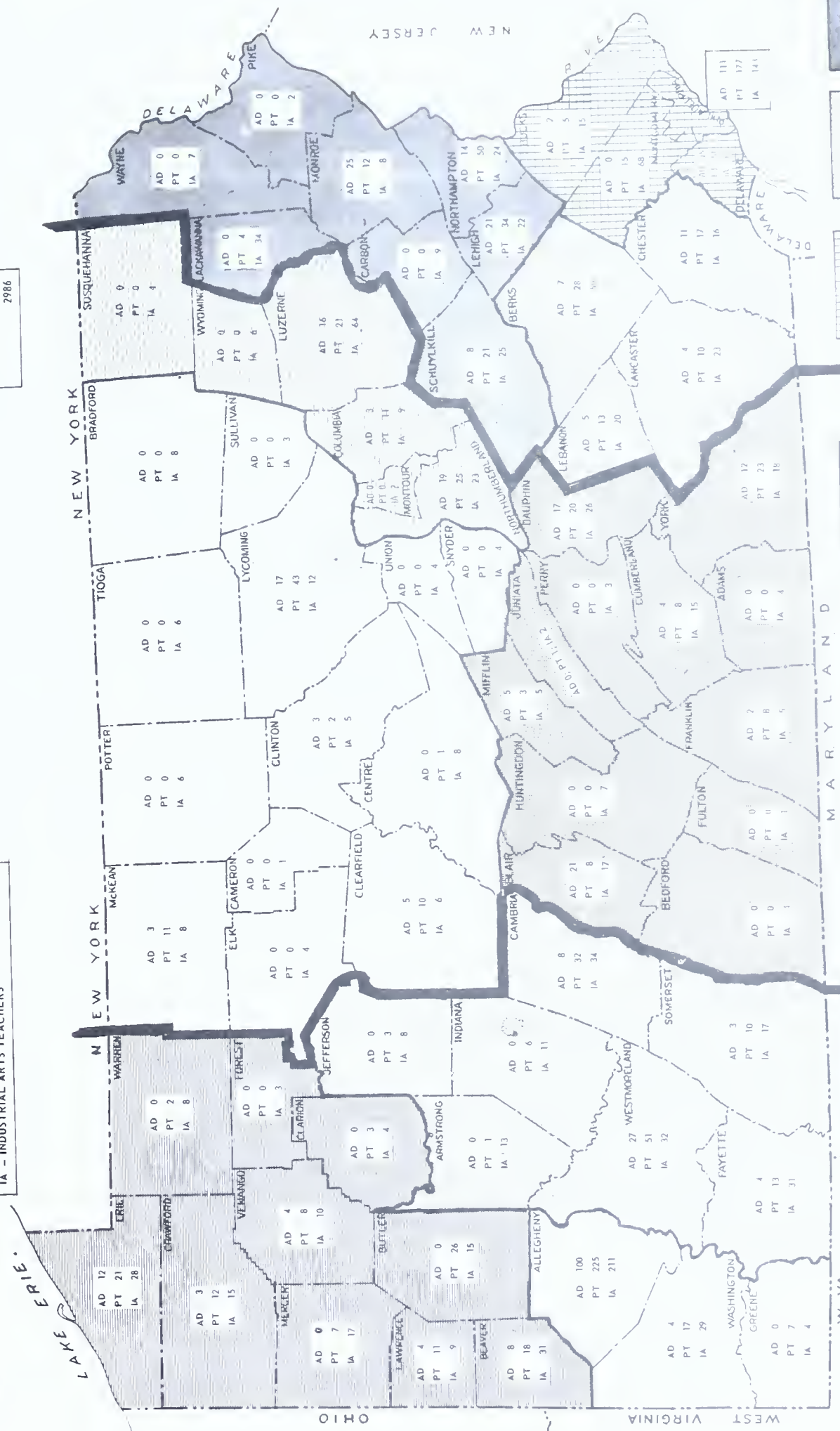
SCHOOL YEAR 1950-1951

July, 1952

AD - ALL-DAY VOCATIONAL-INDUSTRIAL TEACHERS
PT - PART-TIME VOCATIONAL-INDUSTRIAL TEACHERS
IA - INDUSTRIAL ARTS TEACHERS

AD TOTAL 527
PT TOTAL 1105
IA TOTAL 1354
2986

BB-903



William L. Cooper
AD 104
PT 249
IA 244
597
Coordinator

William A. Stephenson
AD 42
PT 116
IA 146
304
Coordinator

Thomas Pryde
AD 31
PT 108
IA 140
279
Coordinator

Michael W. Kneer
AD 55
PT 100
IA 114
269
Coordinator

Ralph Widdowson
AD 11
PT 24
IA 69
104
Coordinator

Clare F. Fite
AD 61
PT 71
IA 107
239
Coordinator

George M. Schaller
AD 128
PT 248
IA 294
670
Coordinator

Robert Jacoby
AD 27
PT 68
IA 109
304
Coordinator

Dylon Keller
AD 68
PT 121
IA 131
320
Coordinator

Extension Education

The records of the Department of Public Instruction show 314 school districts maintaining some type or types of extension service and 768 school districts maintaining some type of extension recreation.

The appendix of this section of survey report carries as List 1 the titles of the subjects or services offered in evening schools and classes and as List 2 the offerings in the extension recreation programs.

The School Code carries the following provision for free extension education:

Section 1902. Permissive and Required Free Extension Education. —

The board of school directors of any school may and upon written application, signed by fifteen or more residents of such district above the age of sixteen years who are not in attendance at any public or private day school, shall provide free extension education for said applicants in any curricular course of study or activity so requested, or in English and citizenship for immigrants and native illiterates, or in parent education or in citizenship for adults, and may provide such other extra-curricular courses of study and activities as said board may deem advisable. Any board of school directors may refuse to provide or continue such extension education whenever less than fifteen applicants are fitted to pursue with reasonable profit the course of study or activity requested.

And similar provisions for free evening schools:

Section 1921. Free Evening Schools. —

The board of school directors of any school district, upon the written application of twenty or more persons above the age of sixteen years, residents of the school district, and not in full-time attendance of any public or private school during the day, shall open a free evening school for their instruction of any course of study taught in the public schools of the district; in English and citizenship for immigrants and native illiterates; in citizenship for adults; and in such other courses of study as the board may deem advisable. No board of directors shall be required

to admit to any such evening school any person who is in actual full-time attendance upon any school, either public or private, during the day. When the average daily attendance for any month in any course of study falls below ten pupils, the board of school directors may close the class in such course of study in such evening school for the remainder of the term. Compulsory part-time pupils shall be permitted to attend any such evening school, but attendance at such evening school shall not be accepted in lieu of any compulsory attendance required of such pupils.

Section 1146 of the School Code as amended in 1951 establishes the following schedule of compensation for teachers and supervisors of extension schools and classes:

1. Teachers, supervisors and directors of extension schools and classes \$2.50 per hour except that such employees who have only temporary certificates shall receive only \$2.00 per hour and such employees who hold emergency certificates shall receive only \$1.50 per hour.
2. Teachers, leaders, supervisors and directors of extension recreation activities, the same schedule as for group (1) except only \$1.00 per hour on emergency certificates.

The Act also establishes as maximum hours of employment per week for general extension teachers

12 clock hours for teachers currently employed in full-time day-school teaching or other full-time employment.

36 clock hours for such teachers or leaders not otherwise concurrently employed.

Section 1901 of the School Code includes recreational and social service provided and administered by a board of education within the definition of "extension education."

The total amount of extension reimbursement of school districts on account of the maintenance of extension service during the school year 1949-50, which was reported on the applications for appropriation for the school year 1950-51 and paid during the school year

1951-52 was \$879,405.

It is quite commonly alleged that these extension programs are beginning to run wild. It appears that there are many instances in which the minimum required number for an extension course is disregarded, that duties formerly assigned as regular duties of classroom teachers are rapidly being shifted to extension courses, and that recreation classes financed wholly by contributions of citizens are listed by boards as if under the support of the district and therefore reimbursable.

For these reasons a careful procedure should be set up for pre-approval of all extension courses contemplated and frequent un-announced supervision and inspection by roving inspectors should be provided for extension courses.

State Aided Art, Trade and Industrial Schools

For the biennium 1951-53 the Legislature appropriated \$1,222,050 to various schools and colleges in order to promote education in art, trades and industries. These appropriations included:

1. State College - for various industries	\$395,000
2. Philadelphia Commercial Museum	46,000
3. Moore Institute of Art, Science & Industry	50,000
4. Philadelphia Museum & School of Industrial Arts	126,500
5. Philadelphia Textile Institute	126,500
6. Franklin Institute	84,700
7. The National Agricultural College	62,000
8. Downingtown Industrial School	185,000
9. Johnson Industrial School	59,400
10. Berean Training School	42,900
11. Williamson Trade School	44,000
Total	\$1,222,050

One general comment is applicable to all of the eleven (11) appropriations, -- namely no one in the Department through which these appropriations is channeled assumes any responsibility for determining what educational services the \$1,222,000 purchases.

Further comment on the first 7 of these institutions is included in our report on Higher Education.

The remaining four (8 to 11) operate programs of various grade levels, some of a post-high school type, some of high school level and some definitely lower than high school grade. Administrative responsibility is not well defined, equipment is meager and the quality of instruction is problematic. We were unable to find at the state level any annual reports from which even the total enrollments or the names and qualifications of the teaching staff could be determined.

In virtually the same category of nebulous unaccountability is the state owned Thaddeus Stevens Trade School.

We are definitely convinced that if the state is to continue its appropriations to these institutions it should set up a sensible program of supervision of the funds and the activities.

LIST 1

EVENING SCHOOLS AND CLASSES

A

Adjustment Counselling
Adult Civic Education
Algebra
American History
Americanization
Arithmetic
Art
Arts & Crafts
Art Metal
Art & Needlecraft
Art Painting
Art Workshop
Auto Driving
Auto Mechanics
Avco Woodworking
Aviation Education

B

Baking
Banking & Finance
Biology
Blueprint Reading
Bookkeeping
Bookkeeping Machines
Botany
Bricklaying
Budgeting
Business English
Business Law
Business Machines
Business Mathematics
Business Practice

C

Cabinet Making
Calculating Machines
 Operation
Care of the Sick in the
 Home
Carpentry
Ceramics
Ceramic Arts
Chemistry
Child Psychology
Citizenship Education
Civic Education
Civil Government
Classes for Expectant
 Mothers
Clerical Practice

C (cont'd)

Clothing
Clothing Repair
Commercial Art
Commercial Law
Commercial Mathematics
Cooking
Correspondence & Typing
Counselling
Crafts

D

Designing
Discussion Leader
Dramatics
Dressmaking
Driver Education
Driving Theory

E

Economics
Electrical Construction
Electricity
Electronics
Elementary School
 Subjects
English Classics
English Composition
English & Citizenship
English - Foreign Born
English Grammar
English History
Eugenics

F

Family Relationships
Filing & Typing
Finance
First Aid
Foods & Nutrition
French
Furniture Repair

G

Gardening
General History
General Mathematics
General Science
General Shop

G (cont'd)

Geography
Geology
Geometry
German
Guidance

H

Handicrafts
Higher Mathematics
History
Hobby Courses
Home Decorating
Homemaking
Home Nursing
Home Planning
Horticulture
Household Landscaping
Hygiene

I

Immigrant Education
Income Tax
Industrial Arts
Interior Decoration
Italian

J

Jewelry

L

Language Workshop
Latin
Law for Every Use
Leathercraft
Letter Writing
Librarian
Library Workshop
Lip Reading
Literacy & Citizen-
 ship

M

Machinist
Machine Calculating
Machine Shop
Mathematics
Mechanical Drafting

M (cont'd)

Mechanical Drawing
Metalcraft
Metallurgy and Heat
Treating Processes
Metal Shop
Military Training
Music
Music Appreciation

N

Nature Hobbies
Nursing

O

Office Practice
Oil Painting
Oral English

P

Painting & Decorating
Penna. Dutch Art
Penna. Dutch Dialect
Penna. History
Personal Grooming
Philosophy
Photography
Physics
Physical Geography
Physical Science
Physiology
Plastics
Plumbing
Pre-Aviation Education
Printing
Problems of Democracy
Psychology
Public Speaking

R

Radio Broadcasting
Radio Repair
Reading
Related Mathematics
Retail Selling

S

Sales
Salesmanship Consumer
Education

S (cont'd)

Science
Science Workshop
Seatwork Workshop
Secretarial Practice
Sewing
Sheetmetal Work
Shoe Repair
Short Story Writing
Sketching & Painting
Social Economics
Social Service Workshop
Social Studies
Sociology
Spanish
Speech
Spelling
Stenography

T

Tool Design
Tool Making
Transcription
Trigonometry
Typing

U

Upholstering

V

Vocal Music
Voice & Diction
Visual Education

W

Waitress Training
Water Color Painting
Welding
Woodcraft
Woodshop
Woodwork
Word Study
Workers Education
World History
Writing
Written English

LIST 2

TYPES OF RECREATION ACTIVITIES

Comprising Extension Recreation Programs

<u>A</u>	<u>D</u> (cont'd)	<u>M</u>	<u>S</u> (cont'd)
Airplaning	Diving	Marble Tournaments	Slides
Archery	Dramatics	Merry-go-round	Soap Modeling
Art Appreciation	Dyeing	Metal Work	Social Dancing
Art Exhibits		Minstrel Shows	Softball
Artificial Flowers	<u>E</u>	Motion Pictures	Square Dancing
Athletic Leagues	Exhibits	Music Appreciation	Stagecraft
			Stage Makeup
<u>B</u>	<u>F</u>	<u>N</u>	Swimming
Badminton	Fishing	Nature Study	Swings
Baseball	Flower-Gardening	Needlecraft	
Basketball	Fly Casting	Needlepoint	<u>T</u>
Basketry	Fly Tying		Table Games
Biking	Folk Dancing	<u>O</u>	Tennis
Boating	Football	Oil Painting	Tobogganing
Boxing		Operettas	Track & Field Meets
Braided-rug Making			Tumbling
Brocading	<u>G</u>	<u>P</u>	<u>V</u>
	Giant Strides		Vegetable Gardening
<u>C</u>	Golden-Age Clubs	Parties	Volley Ball
Campercrafts	Golfing	Pet Shows	
Camping	Good Book Clubs	Pencil Sketching	<u>W</u>
Camp Cooking	Group Singing	Plastics	Wading Pools
Canoeing	Gymnastics	Playgrounds	Water Color Painting
Card Games		Picnics	Weaving
Ceramics	<u>H</u>	Pulled-Rug Making	Woodcrafts
Charcoal Sketching	Handicrafts		Woodworking
Checkers	Hiking	<u>Q</u>	Wrestling
Checker Tournaments	Hobbies	Quartetts	
Chess	Hop-Scotch	Quoits	<u>Y</u>
Claymodeling	Horse-Shoe		Youth Centers
Clog & Tap Dancing	Tournaments	<u>R</u>	
Collecting		Reading Circles	
Community Bands	<u>J</u>	Reading Counselling	
Community Choruses	Jacks	Reading Rooms	
Community Concerts	Jewelry	Recreation Fields	
Community Dances		Reed Work	
Community Fairs		Rifle Clubs	
Community Festivals	<u>K</u>	Rope Skipping	
Community Orchestras	Kite-Flying		
Community Pageants	Knitting	<u>S</u>	
Community Plays		Sandboxes	
Crocheting	<u>L</u>	See-Saws	
Croquet	Leathercraft	Skating	
Coasting	Library Service	Skiing	
<u>D</u>			
Darts			

PART C - THE ADMINISTRATION OF FUNDS CHanneled THROUGH
THE DEPARTMENT OF PUBLIC INSTRUCTION

II. SUBSIDIES TO SCHOOL DISTRICTS

3. Aid to Financially Distressed School Districts

ADMINISTRATION OF SPECIAL APPROPRIATIONS
FOR SCHOOL DISTRICTS IN FINANCIAL DISTRESS

The Superintendent of Public Instruction has full and final authority and responsibility for administering the special appropriations for financially distressed school districts. These are appropriations by the State Legislature to make possible 180 days of school in those districts of the Commonwealth which are alleged to be financially unable to maintain a 180-day term of school without financial assistance.

SOURCE AND SIZE OF APPROPRIATIONS

Prior to 1931 the only source of state aid for such districts was the income of the Permanent State School Fund. The State Council of Education is authorized by law to use as much of the interest, rentals and other income of that fund as the Council deems wise towards "equalizing the educational advantages of the different parts of this Commonwealth."

In 1931 the State Legislature, realizing the inadequacy of the amount of revenue available from the income account of the Permanent State School Fund (which was \$340,711 for the biennium 1929-31), began a series of special appropriations to make it possible for every district to maintain the number of days of school required by law as a minimum. During the 21 years that followed (1931-32 to 1951-52 inclusive) the State Legislature appropriated for that special purpose a total of more than \$28 million to be allocated "in such manner as the Superintendent of Public Instruction shall determine."

APPROPRIATIONS FOR FINANCIALLY DISTRESSED

SCHOOL DISTRICTS (1931-32 to 1951-52)

1931 - regular session	\$1,250,000
1933 - regular session	5,000,000
1935 - regular session	3,000,000
1936 - special session	1,000,000
1937 - regular session	2,000,000
1939 - regular session	3,000,000
- def. apprn.	1,500,000
1940 - special session	1,000,000
1941 - regular session	3,000,000
- def. apprn.	500,000
1943 - regular session	2,000,000
- def. apprn.	950,000
1945 - regular session	1,000,000
- def. apprn.	300,000
1947 - regular session	750,000
- def. apprn.	175,000
1949 - regular session	750,000
- def. apprn.	500,000
1951 - regular session	1,000,000
- def. apprn.	270,000

Total	\$28,945,000
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During the period of 21 years (1931-32 to 1951-52 inclusive) more than 5,000 grants have been made to more than 1,000 of Pennsylvania's 2,540 school districts. Lancaster, Lebanon, Philadelphia and Pike are the only counties which have had no "financially distressed districts" receiving aid from this fund during this period.

PERSISTENCE OF DISTRESS

Nearly 50% of the districts receiving this special aid have received grants four times or more. One hundred twenty districts have received grants in 10 or more years. Four have received grants in 20 or more years. Three districts (Morris Township in Clearfield County, Forest Township in Luzerne County, and Kulpmont Borough in Northumberland County) have received grants every year since the special appropriations began.

Chronic Cases

During 1950-51 the director of this study conducted a special study of Financially Distressed School Districts for the Pennsylvania Economy League.* In that study special attention was focused on the 92 districts which had received more than 10 grants each during the period 1931-32 through 1947-48. The counties in which these 92 districts are located are shown on the map on the next page of this report. The list of districts and the grants each received is shown in Table 2 in the appendix of this section of the present report.

These 92 districts are referred to as "districts of chronic distress." This designation is a purely arbitrary one. It must be conceded that a district which received aid 10 times, or even as few as five consecutive years, may reasonably be considered a district of chronic distress, but a detailed study of a group larger than 92 would increase the difficulties of collecting and processing the data without increasing the significance of the information gained.

Fifty-six of these 92 districts have received aid since 1947-48. These 56 districts and the sizes of the grants they received are as follows:

* The Problem of Financially Distressed School Districts, Pennsylvania Economy League, February, 1951.

DISTRICTS OF CHRONIC DISTRESS
RECEIVING GRANTS SINCE 1947-1948*

County and District	Total Aid 1931-32 to 1947-48	GRANTS RECEIVED SINCE 1947-1948			
		1948-1949	1949-1950	1950-1951	1951-1952
Allegheny					
Patton T.	\$ 94,000		\$ 10,000		
Bedford					
Broad Top T.	55,000		6,000		
Blair					
Antis T.	46,000	\$ 3,000			
Cambria					
Ashville B.	31,700	2,500	2,000		\$ 1,500
Cassandra B.	26,700	1,700		\$ 1,500	
Hastings B.	46,800	5,000			
Portage T.	201,900	10,000	6,000	9,000	7,000
Vintondale B.	39,000	3,000	6,000	4,000	
West Carroll T.	60,200		10,000	10,000	
Cameron					
Portage T.	6,400			1,400	500
Carbon					
Beaver Meadows B.	44,900	1,000			
Summit Hill B.	179,000		12,000		
Centre					
Rush T.	94,500	5,000	9,000		
So. Phillipsburg	18,000	3,500	1,000		
Clearfield					
Baccaria T.	48,800	10,000	10,000		
Brisbin T.	24,100	3,500	4,500		
Burnside B.	23,700	2,000			
Cooper T.	67,800	7,000	5,000	4,000	
Gulish T.	44,800		3,000		
Lawrence T.	203,500	20,000	15,000	16,500	
Morris T.	126,700	10,000	10,000	5,000	2,500
Ramey B.	16,200		2,000	1,000	
Woodward T.	91,100	10,000	6,000		
Clinton					
Noyes T.	24,400	3,000	4,500		
Columbia					
Centralia B.	70,000	10,000			
Dauphin					
Wiconisco B.	100,600	10,000			
Delaware					
Darby T.	116,200	9,000	5,000		
Elk					
Horton T.	39,100	4,000	3,000		

GRANTS SINCE 1947-48 TO DISTRICTS OF CHRONIC DISTRESS - Continued

County and District	Total Aid 1931-32 to 1947-48	GRANTS RECEIVED SINCE 1947-1948			
		1948-1949	1949-1950	1950-1951	1951-1952
Fayette					
Brownsville T.	\$107,100				\$ 2,500
Bullskin T.	110,400	\$ 2,000	\$ 5,000		
Menallen T.	193,500		5,000		
Nicholson T.	57,100		6,000		
North Union T.	375,000	25,000	30,000		
Point Marion B.	158,300	10,000	3,000		
So. Connelsville	57,600	4,000	6,000		7,000
So. Union T.	180,500	15,000	20,000		
Springfield T.	41,200	5,000			
Fulton					
Licking Creek T.	73,000	3,000	3,000		
Huntingdon					
Wood T.	34,500	12,000			
Luzerne					
Courtdale B.	53,500	3,000	8,000	\$ 7,500	
Dupont B.	146,800	10,000			
Foster T.	216,500	15,000	14,000	10,000	7,000
Pittston B.	246,300	10,000	15,000	10,000	10,000
Pittston T.	220,900		10,000		
Lycoming					
Montgomery B.	29,400	4,500			
Picture Rocks B.	43,700	600			
Northumberland					
Kulpmont B.	354,900	25,000	22,000	15,000	16,000
Marion Heights B.	54,600			5,500	3,000
Schuylkill					
E. Union T.	76,400	4,000	2,500		
Gilberton B.	277,700	24,500	11,000	12,000	8,500
Kline T.	126,000	18,000	20,000	20,000	20,000
McAdoo B.	118,000	8,000	12,000	12,000	8,000
Susquehanna					
Forest City B.	210,000	5,000	4,000		
Tioga					
Bloss T.	20,100		2,000		
Westmoreland					
E. Vandergrift	111,600	1,000			
Penn T.	103,000	10,000	10,000		

* This Table supplements the list and sizes of grants found in Table 2 of the appendix of this report.

Contiguous Districts

In the survey report entitled THE PROBLEM OF FINANCIALLY DISTRESSED SCHOOL DISTRICTS to which reference has already been made, five specific areas of contiguous school districts were mapped and accompanying tables were presented to show that illogical boundary lines persist, perpetuating instead of eliminating indefensible administrative units into which large grants continue to flow year after year.

These five maps are reproduced here with the tabulation of the special aid grants revised to show the amount of aid received by each of the component districts during the period 1931-32 through 1951-52. The total area of all five groups of districts is only 176.4 square miles, the total number of districts is 19 and their total population is only 127,592. The largest of these groups has only 72.2 square miles for the three districts it contains. The smallest group area, embracing four school districts, has total dimensions of only 20.3 square miles and a total population of only 32,109. These five groups of small anemic districts, however, have received a total of 276 special aid grants totaling \$5,613,500.

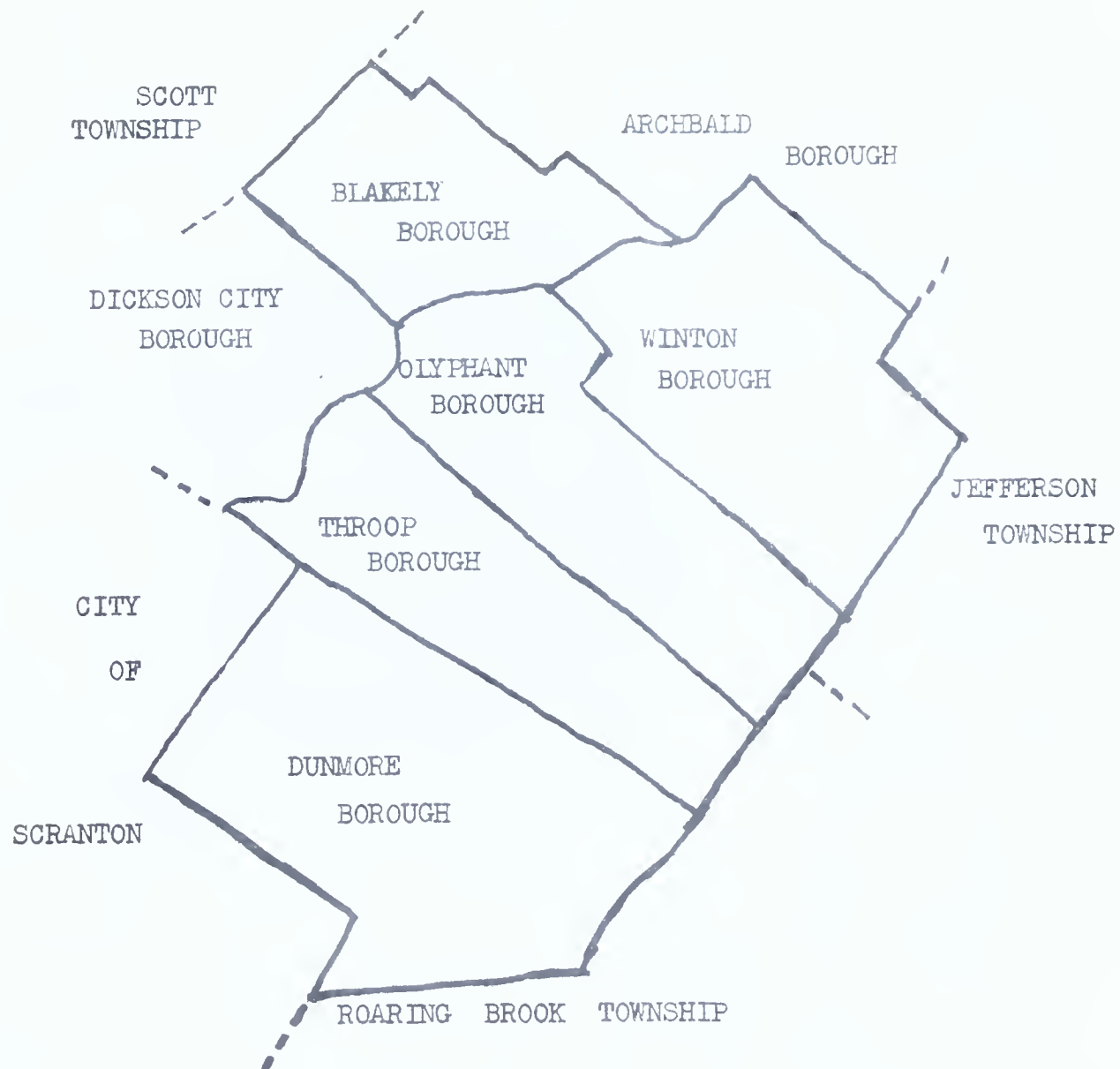


PLATE 1

FIVE DISTRICTS OF CHRONIC DISTRESS IN LACKAWANNA COUNTY

District	Area In Square Miles	Number of Grants 1931-32 to 1951-52	Amount Granted
Blakely Borough	3.9	12	\$ 241,000
Dunmore Borough	8.5	12	618,000
Olyphant Borough	5.6	13	318,500
Throop Borough	5.00	12	333,500
Winton Borough	6.3	13	512,300
Total	29.3	62	\$2,023,300

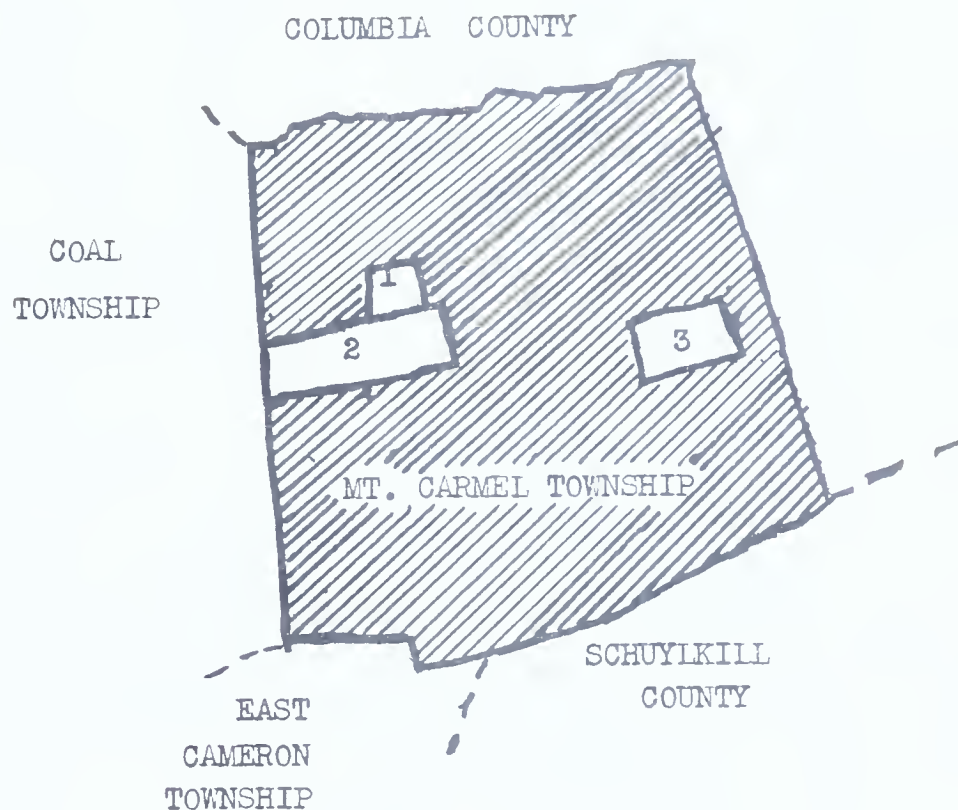


PLATE 2

THREE DISTRICTS OF CHRONIC DISTRESS IN MT. CARMEL TOWNSHIP,
NORTHUMBERLAND COUNTY

District	Area In Square Miles	Number of Grants 1931-32 to 1951-52	Amount Granted
1. Marion Heights B.	.2	14	\$ 91,600
2. Kulpmont Borough	.9	21	432,900
3. Mt. Carmel Borough	.7	15	254,500
Total	1.8	50	\$779,000

Mt. Carmel Township 20.9

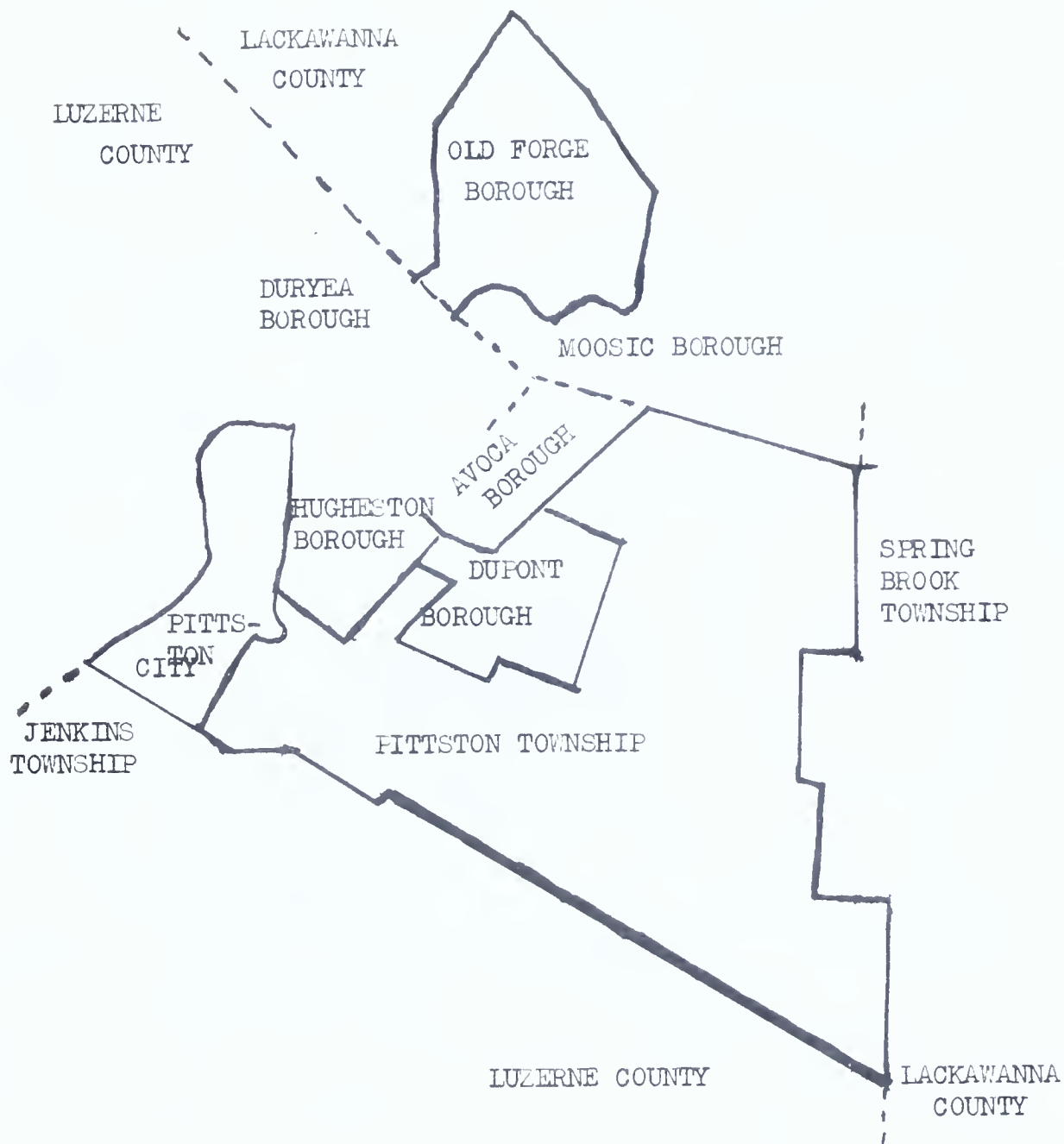


PLATE 3

FOUR DISTRICTS OF CHRONIC DISTRESS NEAR WILKES-BARRE,
LUZERNE AND LACKAWANNA COUNTIES

County	District	Area In Sq. Miles	Number of Grants 1931-32 to 1951-52	Amount Granted
Lackawanna	Old Forge Borough	3.5	13	\$ 502,500
Luzerne	Dupont Borough	1.5	17	164,300
	Pittston City	1.9	11	246,300
	Pittston Township	13.4	17	285,900
Total		20.3	58	\$1,199,000



PLATE 4

THREE DISTRICTS OF CHRONIC DISTRESS NEAR UNIONTOWN,
FAYETTE COUNTY

District	Area In Square Miles	Number of Grants 1931-32 to 1951-52	Amount of Grants
Menallen Township	22.4	15	\$ 198,500
North Union Township	32.4	19	430,000
South Union Township	17.4	16	215,000
Total	72.2	50	\$ 843,500

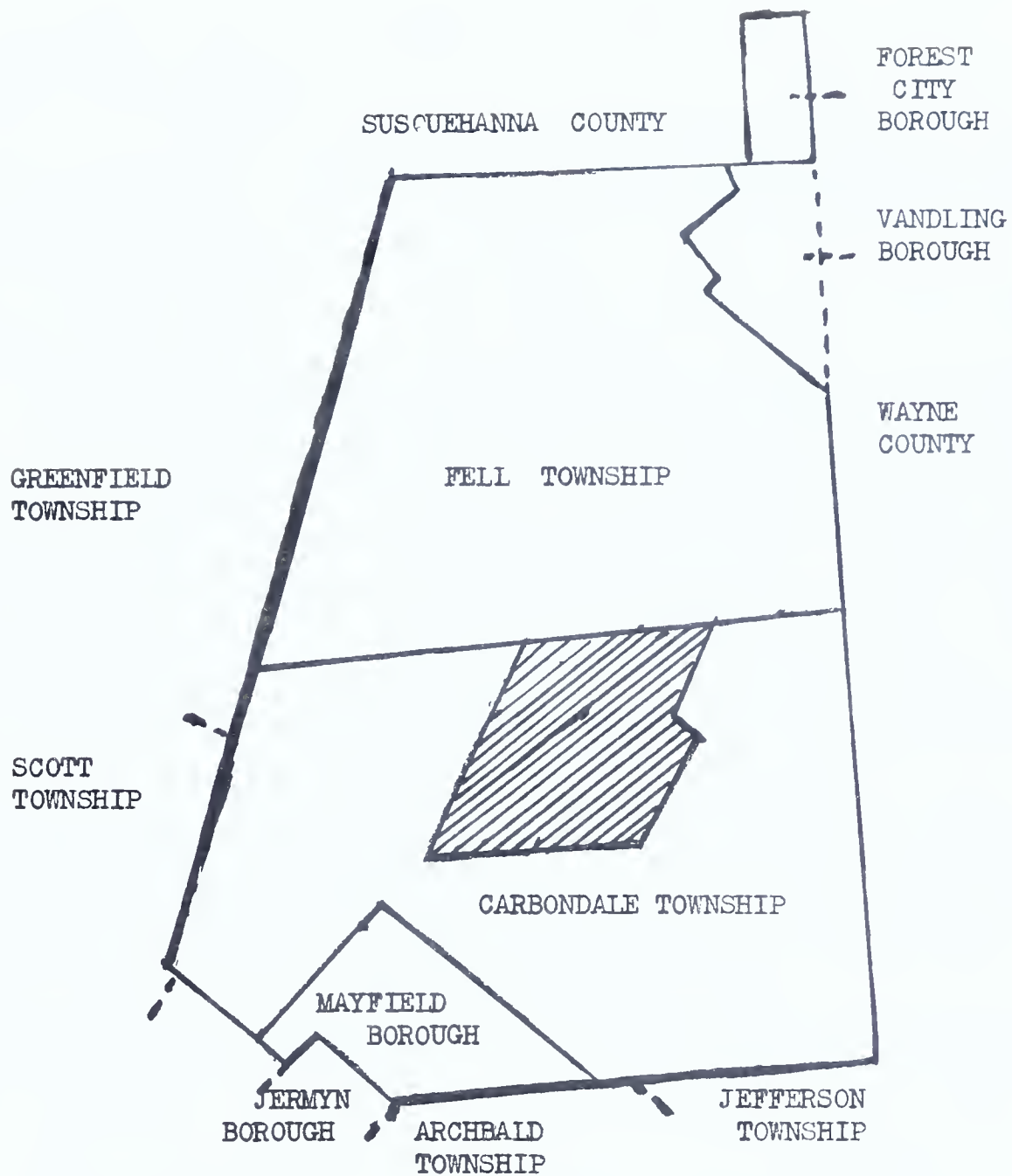


PLATE 5

FOUR DISTRICTS OF CHRONIC DISTRESS NEAR CARBONDALE CITY,
LACKAWANNA AND SUSQUEHANNA COUNTIES

County	District	Area In Square Miles	Number of Grants 1931-32 to 1951-52	Amount of Grants
Susquehanna	Forest City Borough	.9	17	\$219,000
Lackawanna	Carbondale Township	13.9	13	127,500
	Fell Township	16.6*	12	283,900
	Mayfield Borough	2.3	14	138,300
	Total	33.7	56	\$768,700

* Includes Vandling Borough

Causes of Financial Distress

Detailed studies of the problems of financially distressed school districts have shown five significant causes of the local inability to provide a minimum of 180 days of school each year.*

They are:

1. Unsound Patterns of School District Organization, some districts having no teachers and no schools; some having so few pupils that it is impossible to provide a defensible or desirable program of education at a reasonable cost, and some having so little taxable wealth that their own resources are inadequate to provide even the semblance of an adequate program of education.
2. Mismanagement, whether in the form of misappropriations or in trying to support programs and activities beyond the financial ability of the district.
3. Inefficient and Inadequate Practices in Assessment for Taxing Purposes.
4. Inadequate Provisions and Procedures for Tax Collection.
5. Perpetuation of the Existence of Insolvent Districts by Repeated Grants of Special Aid.

Act 447 of 1947 places on the State Tax Equalization Board the responsibility of reviewing each application for distressed district aid submitted to the Superintendent of Public Instruction after the effective date of that act. This obligation is defined in the Act in the following words:

- 12 -

1. Report of the Educational Cost Survey Commission of 1935.
2. "School Districts on Relief," Report of the School Commission of 1943.
3. The Problem of Financially Distressed School Districts, The Pennsylvania Economy League, February 1951.

"To investigate the finances and any other general circumstances of any school district requesting special aid from the Superintendent of Public Instruction, and to advise the Superintendent of Public Instruction in making grants of special aid."

This Act also specifies that "Before granting any special aid to any school district, the Superintendent of Public Instruction shall submit the request therefor to the board. The board shall make its recommendations with respect thereto, in so far as the same is affected by the district's ability to raise funds by taxation. Before making any such recommendation, the board shall carefully investigate and study the financial circumstances of the district and whether or not it has exhausted its available taxing power not only on real property but also on all other available property and subject of taxation, and that collection of such taxes is being effectively made and enforced. Such recommendations shall be for the advice of the Superintendent of Public Instruction in passing on such requests."

The State Equalization Board has made the investigation required by this Act in all cases brought to the board's attention. In virtually every instance it was found that the district in distress had not exhausted its taxing powers and had not used every reasonable means of accomplishing collection of taxes.

There appears to be no evidence, however, that the findings and reports of the State Tax Equalization Board altered in any way the conclusions and actions of the State Superintendent of Public Instruction in regard to granting or denying these special aid requests.

Recommendations

On the basis of the data of this report it is recommended -

- I. That constructive steps be taken immediately in an effort to remove the basic reasons for chronic financial distress, through such remedies as the following:

1. Creation of more efficient patterns of administrative units

- (a) through legislation requiring within a reasonable number of years the elimination of those districts which are unable to provide a complete program of education (1) by joint board operation, (2) merger, or (3) creation of union districts.

(This proposal contemplates a state-wide plan of reorganization to be prescribed by the State Legislature or to be developed by a state commission created for the purpose. It further contemplates administrative units of sufficient size to make possible the maintaining of an adequate program of education and to neutralize the percentagewise effects of any rapid changes in population trends).

- (b) through continuance of special financial inducements to encourage jointures, mergers, and union districts through local initiative.

II. That more efficient administration be required both on the state and the local level.

1. Legislative control of grants should be imposed by the General Assembly to require that

- (a) Each district applying for special aid shall show that the need cannot be met by local effort.

- (b) Each district applying for special aid shall be carefully investigated by the Superintendent of Public Instruction for the purpose of determining the true financial condition of the district and making specific recommendations regarding "changes

in financial practice, curricula, and teaching and supervisory staffs."

(c) Each district which fails to act in accordance with the recommendations of the Superintendent of Public Instruction shall be denied the benefits of special aid grants.

2. The Superintendent of Public Instruction should be very exacting in his efforts to prevent or remedy over-staffing of employees and over-expansion of educational program and facilities in school districts on relief; and he should receive the approval of professional and civic organizations when he exercises this effort in developing a plan to remove or prevent chronic financial distress.
3. The Superintendent of Public Instruction should exert every reasonable effort to accomplish more economical and efficient organization of administrative units in all cases where financial relief is sought and where joint operations, mergers, or creation of union districts could provide adequate facilities at lower cost.
4. THE LEGISLATURE SHOULD PROVIDE THAT ANY SCHOOL DISTRICT HEREAFTER REQUIRING FINANCIAL RELIEF THREE YEARS IN SUCCESSION SHALL THEREAFTER HAVE ITS ENTIRE FISCAL PROGRAM MADE SUBJECT TO REVIEW AND APPROVAL OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION UNTIL SOLVENCY IS ATTAINED.

THE DEPARTMENT OF PUBLIC INSTRUCTION
SURVEY REPORT

PART D - HIGHER EDUCATION

Clarence E. Ackley and Associates

October 15, 1952

HIGHER EDUCATION IN PENNSYLVANIA

Historical Background

From early Revolutionary days to the present date higher education has played an important role in shaping the lives and livelihood of the people of Pennsylvania. The first institution in North America operating under the name of a university was the University of Pennsylvania, originally founded by Benjamin Franklin in 1749 as the Philadelphia Academy. As early as 1765 this institution, in addition to its regular academic work, had also become the seat of the first medical school of its kind in North America. Washington and Jefferson College in the Western end of the state, with a humble origin, came into existence in 1780. In 1783 Dickinson College was chartered. In 1787 the University of Pittsburgh was chartered, being called at that time the Pittsburgh Academy. In 1815 Allegheny College was founded; in 1826 Lafayette College; in 1832 Gettysburg College, and in 1833 Haverford College.

Farmers' High School in Centre County was chartered in 1855 and when President Lincoln signed the Morrill Land Grant Act in 1862 it became the Agricultural College of Pennsylvania, which in 1874 was given its present name Pennsylvania State College. In 1884 Dr. Russell H. Conwell founded in Philadelphia a free night school with one teacher and seven students, an institution now called Temple University and carrying an enrollment of more than 8,000 students.

At an early date the need for proper education for teachers was recognized. In 1818 The Model School was established in Philadelphia and in 1854 the first county normal schools were started. Three years later, in 1857, the Normal School Act created 12 normal school districts, and in

1861 the state began providing funds to finance them. Fifty years later (1911) these normal schools were purchased by the Commonwealth, and in 1926 their names were changed to Teachers Colleges.

The number and enrollments of the institutions of higher education increased rapidly, and now there are 80 degree granting institutions in the state and their total annual enrollment exceeds 140,000.

The Expanding Role of Higher Education

In Pennsylvania, as in all parts of America, the public demand for the services provided by institutions of higher education has been phenomenal. During the 50-year period 1900 to 1950 the college-age population of America increased approximately 45% but resident enrollment in the colleges and universities of America increased nearly 925%.

Meanwhile the role of higher education in a democracy has become much broader and more liberal than the role prevailing in our earliest colleges. It is now generally agreed that higher education should be made available to a high percentage of our total population; that extensive opportunities should be provided for education in the applied sciences, - with wide recognition of the need of technical and vocational education; and that our institutions of higher education should be actively concerned with important public services geared to both the immediate and the long range needs of society.

The Financing of Higher Education

Pennsylvania's colleges and universities are established and maintained by funds from several sources, both public and private. The chief private sources are fees and tuition from students and endowments, gifts and grants from private donors. The public sources are state government, local government and federal government (including payments for veterans' fees).

Endowment earnings, traditionally a major source of income for private institutions, have declined steadily over the last three decades. One direct result of this fact has been the necessity of increasing student fees and tuition rates. A judicious use of public funds will, therefore, be of great importance in determining the availability of higher educational opportunity for large numbers of Pennsylvania youth. This need of careful and thoroughly justifiable usage of all public funds appropriated for higher education is further indicated by the rapidity with which it has been found necessary to increase such legislative appropriations, the total having risen from \$22,963,000 appropriated for the biennium 1941-43 to more than \$46,000,000 appropriated for the biennium 1951-53.

IF FUNDS APPROPRIATED FOR HIGHER EDUCATION ARE TO BE USED MOST EFFECTIVELY THEY MUST BE CHANNELED INTO THOSE PROGRAMS WHICH ARE MOST URGENTLY NEEDED IN THE STATE.

The needs of the state for the various services and activities that institutions of higher education can provide must be thoughtfully considered and their relative urgency carefully weighed.

An inventory of facilities available for higher education must be made in order to determine their suitability for serving the needs which exist.

There should be a close coordination of the programs and activities NOT ONLY OF STATE OWNED AND STATE SUBSIDIZED INSTITUTIONS OF HIGHER EDUCATION BUT OF ALL INSTITUTIONS OF HIGHER EDUCATION.

MOREOVER THE STATE SHOULD NOT SPEND MONEY FOR ANY SERVICE FOR WHICH NO NEED EXISTS; NOR SHOULD IT SPEND MONEY FOR SERVICES WHICH CAN BE ADEQUATELY AND REASONABLY SUPPLIED BY OTHER REPUTABLE AGENCIES.

In Pennsylvania, for many years, it has been assumed that the major need of state financial aid for higher education has been in such

professional fields as teaching, medicine, dentistry and veterinary medicine. The validity of that assumption and the methods by which a decision is reached as to how much state financial aid should be appropriated to the various services and institutions should be carefully considered in this study.

The Problems of This Study

To determine whether state appropriations to assure proper provision for education in these and other fields is justifiable, adequate or excessive in terms of need the following questions must be asked and answered:

1. What institutions are now adequately equipped to provide the services desired?
2. Can these institutions reasonably be expected to provide the needed services without financial aid from the state?
3. Is there a realistic need of all existing state owned or state subsidized facilities supplementing, if not in fact duplicating or replacing, the facilities provided by other existing institutions without cost to the state?
4. Are such funds as the state now provides for the desired services distributed on a sound and defensible basis?

Answers to these questions must be sought through a collection and analysis of data covering the following considerations:

1. A well considered estimate of the number of trainees needed.
2. Both the current and potential facilities available for accommodating these trainees.
3. Well defined standards of the qualifications required of the individuals who are to render the services for which said individuals are to be trained.
4. Equally definite standards for measuring the adequacy of the institutions and educational facilities needed to provide the type, quality and amount of educational preparation desired.

Pertinent Facts

State Appropriations. For the biennium 1951-53 the legislature appropriated \$46,569,000 to promote education beyond the secondary level. The amounts and general purposes for which these appropriations were made are summarized on the following page.

APPROPRIATIONS FOR HIGHER EDUCATION FOR

BIENNIUM 1951-1953

For State Teachers Colleges \$11,600,000

For Medical Education - Specifically

To Jefferson Medical College	\$1,500,000	
To Temple Medical College	1,375,000	
To Hahneman Medical College	1,000,000	
To Western State Psychological Institute (Pittsburgh)	2,500,000	
To Women's Medical College	332,000	
To Veterinary Medicine (U. of Pa.)	492,000	
To Animal and Poultry Disease Laboratory (State College)	<u>137,500</u>	7,336,500

For Colleges and Universities - General

To Pennsylvania State College	\$17,105,000	
To University of Pennsylvania	4,107,450	
To University of Pittsburgh	3,396,000	
To Temple University	1,887,000	
To Lincoln University	<u>331,000</u>	26,826,450

For Art, Trade and Industrial Education

To State Colleges - industries	\$ 395,000	
Philadelphia Commercial Museum	46,000	
Moore Institute	50,050	
National Agriculture College	62,000	
Philadelphia Museum and School of Industrial Arts	126,500	
Philadelphia Textile Institute	<u>126,500</u>	806,050

Total	-----	<u>\$46,569,000</u>
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The foregoing totals do not include appropriations made to institutions which do not grant degrees but which do provide opportunities for post-secondary education. In this group are

State Aided Trade and Industrial Schools

The Downingtown Industrial School	\$ 50,050	
The Johnson Industrial School	62,000	
The Berean Training School	42,900	
The Williams Trade School	<u>44,000</u>	198,950

The Franklin Institute 84,700

This institution exists primarily as a museum and observatory. The

museum houses valuable exhibits of electrical communications, electrical and other engineering devices and paper and graphic arts; medical, surgical and dental exhibits; and exhibits pertaining to chemistry and physics.

The famous Fels Planetarium located here provides demonstrations of the movements of the heavenly bodies.

Teacher Education

Recognition of Need. During Colonial and Pre-Revolutionary Days provisions for education below the college level were primarily church and charity enterprises. In fact, as late as 1848 the historic decision of the Supreme Court of Pennsylvania in the case of Wright v. Linn, 9 Pa. (Barr) 433, held that the common schools of Pennsylvania were a "public charity."

The case marks the transition from schools privately erected and maintained to a system of free public schools. The suit involved the transfer of property donated in 1812, in the State of Pennsylvania, to trustees and their successors to erect a school house by contributions. The house had been so erected and used for a time as a charity school, but for a period of 17 years it had not been so used. Finally the trustees, under the provisions of the Pennsylvania Constitution of 1838, had transferred the property to the directors of the common school. The legality of the transfer hinged on the question whether the original donation constituted a "public charity," and therefore, became a gift for perpetual use as a free school, even though there had been a long period of non-use.

Judge Bell, in delivering the opinion of the Court said:

"It is truly said that these neighborhood schools have been favorably known in Pennsylvania since a period shortly posterior to the arrival of William Penn in the province. The facilities they afford for the education of the young, in rural districts remote from the higher seminaries of learning, recommend them to the acceptance of the people; and they accordingly have grown to be numerous with the advancing population of the country, and proved to be of great utility.

. . . Nay, until recently their portals presented to many the only path to rudimental knowledge; and not a few, filling respectable positions in society, point to the way-side school as the place of their early instruction."

After adding arguments concerning the persistence and permanent nature of these institutions and the effects of the free school act upon titles to such property, the Court concluded the common schools were a commendable public charity.

Establishment of Normal Schools. The Model School established by law in Philadelphia in 1818 is believed to have been the first normal school in the United States. It ante-dates by five years the one established in Concord, Vermont in 1923 and by nine years the one at Lancaster, Massachussetts in 1827. As early as 1821 the Model School in Philadelphia had an enrollment of 564 students preparing for teaching. In a sense it was a state institution, many of its students coming from other parts of the state and preparing to teach in schools other than those of Philadelphia. In 1848 it became a normal school for female teachers only.

In 1852 Dr. Franklin Taylor founded a similar, but apparently private, normal school in Chester. It was moved to West Chester in 1857.

Also in 1852 a normal school operating only on Saturdays, and apparently established primarily for in-service teachers, was established in Reading.

In 1855 the Normal Institute was established at Millersville in Lancaster County.

Immediately after the office of county superintendent of schools was created by law in 1854 county normal schools began to spring up, four counties having opened such institutions the first year the law

became effective, - Allegheny County, Berks County, Mifflin County and Somerset County.

In 1857 an act of the legislature started a coordination of these institutions by creating 12 normal school districts.

Some of the interesting features of this Normal School Act of 1857 were:

1. Any normal schools to be established under the act were to be financed and managed by private companies or corporations composed of contributors or stockholders, but annual reports were to be made to the State School Department.
2. The principal requisites for a Normal School under the Act were that (1) the grounds should be of at least 10 acres; (2) the buildings were to be large enough to accommodate 300 students, with a hall of a capacity to seat 1,000 persons; (3) at least six professors of liberal education, each to have charge of a department with necessary tutors and assistants; (4) a Model School with accommodations for 100 pupils.
3. No inducement in money from the State, either present or prospective. The prestige of their connection with the State and with the school system, and the power granted them by licensing teachers, were expected to bring them into existence as rapidly as they could be supported.

As a matter of fact only 10 such Normal Schools were ever established under this Act: Millersville (1859); Edinboro (1861); Mansfield (1862); Kutztown (1866); Bloomsburg (1869); West Chester (1871); Shipensburg (1873); California (1874); Indiana (1875); and Lock Haven (1877).

Today there are 14 state-owned teachers colleges, each with authority to confer baccalaureate degrees. They are:

Bloomsburg State Teachers College
California State Teachers College
Cheyney State Teachers College (for Colored Teachers)
Clarion State Teachers College
East Stroudsburg State Teachers College
Edinboro State Teachers College
Indiana State Teachers College

Kutztown State Teachers College
 Lock Haven State Teachers College
 Mansfield State Teachers College
 Millersville State Teachers College
 Shippensburg State Teachers College
 Slippery Rock State Teachers College
 West Chester State Teachers College

Supply and Demand for Teachers. Notwithstanding the fact that the 14 state teachers colleges now existing have capacity for accommodating more than 14,000 students, the supply of teachers does not meet the demands.

Detailed records of enrollments, numbers graduated and number of graduates employed in Pennsylvania schools are presented in tables appended to this report. By way of summary the following facts can be briefly presented.

Year	Total Enrollment	Total Graduated	Total T. C. Graduates Placed this Year
1941-42	7,555	2,085	1,715
1942-43	6,212	1,891	1,467
1943-44	4,335	1,385	1,140
1944-45	4,233	1,127	945
1945-46	5,730	1,083	895
1946-47	11,039	1,458	1,126
1947-48	12,294	1,662	1,267
1948-49	12,986	2,570	1,757
1949-50	13,474	3,333	1,915
1950-51	12,841	2,926	1,687
1951-52		2,549	

During the 10-year period 1941-42 through 1950-51

The Teacher College Enrollment Totalled	90,699
The Number of T. C. Graduates Totalled	19,520
The Number of Graduates Placed Totalled	13,914

The best estimates obtainable indicate that the average number of teachers needed for normal replacements each year is about 2,400 elementary school teachers and about 1,900 high school teachers, - a grand total of 4,300. If all graduates of the 14 teachers colleges were accepted and placed in elementary schools by the school districts concerned, the

average annual shortage would exceed 450 in the elementary field alone, and would fall more than 2,300 short of the combined annual need of elementary and high schools. The average annual need is in excess of the average number of teacher college graduates placed to the extent of more than 1,000 elementary teachers if the whole number of graduates placed were filling only elementary school positions; more than 2,900 short of the total required for both the elementary and secondary school positions. It is very important, therefore, to note that for the 10-year period 1941-42 through 1950-51 the teacher colleges enrolled nearly five times as many as they graduated and more than six times as many as they prepared and place in actual teaching positions.

There are only two important sources to which school boards have been able to look in their efforts to obtain a teacher for every vacancy not filled by a teachers college graduate, - (1) the universities and liberal arts colleges and (2) the group of certificate holders trained outside the state or presently unemployed, or holding only emergency certificates.

It seems reasonable to assume that a large number of the quota of additional teachers required, especially of those required in high school positions, would be recruited from the more than 23,000 students annually graduated from the universities and the liberal arts colleges. This actually occurs, as is shown by the report of the Superintendent of Public Instruction, namely, as of October 1, 1950 a total of 1,887 graduates of the class of 1950 of the State Teachers Colleges had been placed in teaching positions while 2,040 graduates of Liberal Arts Colleges had been so placed.

An undesirably large number of the vacancies are filled, however, by teachers of meager academic training, as is shown in succeeding paragraphs of this report.

Amount of Preparation Required. There are two ways of measuring the amount of preparation required of teachers (1) by the requirements applied in the granting of certificates to teach and (2) by the records which show the amount of preparation attained by those now filling the positions.

Pennsylvania, like most other states, tries to increase the amount of preparation of her teachers by frequently raising the academic requirements for teacher certification. Existing requirements specify that those now seeking certificates in the elementary field shall have a bachelor's degree from a teachers college or other approved college in which at least 40 semester hours of the total college credits shall have been earned in approved professional courses. If the applicant, however, holds a bachelor's degree not granted on the basis of an approved curriculum for elementary teachers he may by earning 18 additional hours of approved courses qualify for a teacher's certificate in the elementary field. For a high school certificate the applicant must have a bachelor's degree with 18 semester hours of special professional preparation.

Inasmuch as there are more than 5,000 Pennsylvania teachers who hold a type of certificate issued several years ago and authorizing the holder to teach any subject of the curriculum and in view of the further fact that many others already under tenure without college degrees have both life certificates and tenure status the task of increasing the overall level of educational stature of Pennsylvania's teachers cannot be quickly completed.

For the school year ~~1947-48~~ the amount of college preparation of Pennsylvania's teachers was as follows:

	<u>Number</u>	<u>Percent</u>
No College Preparation	390	0.7
One to 1.9 Years	561	1.0
Two to 3.9 Years	23,505	43.4
Bachelor's Degree	20,094	37.1
Master's Degree or higher	9,599	17.8

Special Inducements. For many years the salaries of teachers were so low that special inducements were needed to attract and hold good teachers. One of the most valuable of these inducements was the low cost at which professional preparation could be obtained at the state-owned teachers colleges, where the state has been carrying from 30% to 50% of the financial burden. Whether this method of recruitment continues to be a necessity may be open to question. It is obvious, at least, that this inducement alone does not result in recruitment of enough teachers to fill the demand. It is also obvious that this method is expensive in terms of the number of new teachers this inducement yields annually.

During the 10-year period 1941-42 through 1950-51 only 14,114 teacher college students prepared for and entered the teaching profession in the state that subsidized their preparation. The net cost to the state was \$28,450,943, an average cost of \$2,016 per teacher recruited by this method.

Better salaries, mandated and subsidized by the state, have been an additional and very effective inducement for making a career of teaching. This can be said only for recent years, however, for as late as 1940-41 the minimum required salary was \$1,000 for elementary teachers and \$1,200 for high school teachers. The minimum is now \$2,400 on a single schedule equally applicable to men and women and to elementary as well as high school teachers.

The average salary, as well as the minimum has been more than

doubled since 1937-38.

In 1937-38 the average salary was	\$1,593
In 1941-42 the average salary was	1,724
In 1945-46 the average salary was	2,124
In 1947-48 the average salary was	2,666
In 1950-51 the average salary was	3,410

These averages exclude non-teaching principals and supervisors.

A strong attraction to the profession also springs from the liberal provisions of a teacher retirement system the size and liberality of which is indicated by the appropriation of \$37,444,987 as the state's share for the biennium 1951-53.

Other inducements are sick leave benefits, tenure and sabbatical leave.

Teacher Education in Institutions Not State Owned. In preceding paragraphs of this report it has been shown that many teachers not prepared in teachers colleges have been employed each year in the public schools. The preparation of these teachers has been without any cost to the Commonwealth. It is proper, therefore, to explore the possibility and desirability of encouraging institutions other than teachers colleges to prepare greater numbers of the teachers needed.

Under present certification policies credits for a teacher's certificate are recognized only for credits earned in a teachers college or in some other school or college approved by the State Council of Education for preparing teachers in certain grades or in certain fields.

At present 49 institutions of higher education in addition to the 14 teachers colleges are on this approved list. The names of these institutions and the fields of teacher education for which they are approved are listed on Table 3 attached hereto.

These approved institutions of higher education have prepared, an average of more than 1,800 teachers per year for the past ten years.

Other institutions would welcome an opportunity to adjust their ~~faculties~~, their facilities and their curriculum, to such reasonable standards as the State Council of Education may specify for the various teaching fields. Such standards are not available, however, in any published or general set of regulations. Instead each request for such approval is "handled on its own merits."

In view of the numerous strong incentives for entering the teaching profession enumerated in preceding paragraphs and in view of the further fact that many colleges stand ready to meet any reasonable requirements for conducting courses in teacher education it is logical to ask what good reasons exist for close restriction of the number of colleges recognized as suitable institutions for preparing teachers. In short, since in the teachers colleges it now costs the state \$2,016 for preparing each teacher placed why not encourage the preparation of more teachers in acceptable institutions willing to prepare teachers without any cost to the state?

It must be realized that teachers cannot be properly prepared without appropriate faculty and proper facilities. If the requirements are specifically spelled out, however, the meeting of the requirements is in many instances merely a detail.

Too Many Teachers Colleges? On many occasions in the past it has been suggested that the state has no realistic need of maintaining more than six teachers colleges. That suggestion is sound only if it can be made certain a sufficient number of adequately prepared teachers can be obtained from other institutions willing and able to do the job without state subsidization and provided further that such teachers colleges as may be discontinued can be suitably and efficiently converted to other desirable use.

Advanced Degrees. The present state salary schedule requires for holders of master's degrees a maximum salary of \$400 more per year than the maximum for teachers with the bachelor's degree. This reward for a higher degree will induce hundreds of teachers to enter upon graduate work in preparation for the master's degree. This, in turn, will surely start a drive for adding graduate courses in the teachers colleges. The additional cost of operating the 14 state teachers colleges will be very substantial. We believe \$4,000,000 a biennium would be a conservative estimate of the additional cost to the state.

In our opinion the teachers colleges should stay out of the field of graduate work and institutions already having authority to grant master's degrees should be asked and encouraged to provide this graduate work and the research facilities appropriate for keeping masters' degrees on a sound basis of research and advanced scholarship and not merely an acquisition of 30 more semester credits of virtually the same type as the undergraduate work.

Subsidies for Medical Education

On page 6 of this report there was presented a list of 7 appropriations for medical education. These appropriations for 1951-53 total \$7,636,500 exclusive of such portions of the general appropriation to the University of Pennsylvania and the University of Pittsburgh as were not specifically earmarked for this purpose but may be so used. It will be noted, therefore, that the actual total of subsidies for medical education may not fall far below the total subsidies for teachers colleges.

For many years legislators have been puzzled regarding the manner in which the amount to be appropriated to each medical school was to be determined. There have always been strong indications that the size of the appropriation bore no particular relationship to number of students or

to number of Pennsylvania doctors produced.

The following tabulation reveals interesting facts concerning enrollments and appropriations for 1950 and 1951.

Medical College	Enrollment as of October 31		State Appropriation		Appropriation Per Student	
	1950	1951	1950	1951	1950	1951
Hahnemann	367	384	\$340,000	\$500,000	\$926.43	\$1,302.08
Jefferson	467	651	438,000	750,000	937.90	1,152.07
Women's Medical	186	186	125,000	166,000	672.04	892.47
Average					\$885.29	\$1,151.51

It is interesting to note that while the expenditure by the State for each teacher prepared in a Teachers College and actually placed in a teaching position has for the past ten years averaged \$504 per teacher per year, the average amount of the state appropriation for each medical student was \$885 in 1950 and \$1,151 in 1951.

It is further noted that the appropriations per medical student ranged from \$672 to \$926 in 1950 and from \$892 to \$1,302 in 1951.

Pennsylvania should do as many other states now do about appropriations for medical education, namely: Set some flat uniform rate per student and then compute the state appropriation for the next biennium on the basis of that rate applied to the last available year's enrollment. Moreover, the computation of the amount to be appropriated should be based not on the whole enrollment but on the enrollment of bona fide citizens of Pennsylvania.

The Control of Funds and Accounts

It seems logical to assume that the Commonwealth has no special interest in the budgets and accounts of institutions which receive no state appropriation.

It seems equally logical, though, that the state should require a definite accounting and some type of supervision or inspection of every institution receiving any state funds, - whether state-owned or merely state-aided.

The accounting, in terms of enrollments and programs as well as in terms of expenditures, is little less than chaotic in the case of such institutions as the Downingtown Industrial School, the Johnson Industrial School, the Berean Training School and the Williams Trade School. No one in the State Department of Public Instruction seems to know how many students or faculty members, how good or how meager the equipment or how extravagant or penurious the management.

The information concerning the Thaddeus Stevens School, the Scranton Oral School and the Soldiers Orphans School (state-owned institutions) is only slightly more definite.

The Teachers College Accounting stands out in sharp contrast and affords a good pattern of comptroller activity. Records are immediately available to show year by year for each of the teachers colleges (1) enrollment data both for resident and non-resident students, (2) functional costs, (3) capital expenditures, and (4) net cost to state. Each item of cost is broken down on a per pupil basis. Moreover, these records are constantly used in determining what portion of the state's lump sum appropriation to teachers colleges shall go to each institution. The comptroller has developed an ingenious formula in the operation of which teaching load, curriculum offerings, clock hours of work and average size of class become important factors in measuring the size of each appropriation to the several teachers colleges. These records also serve to keep the officials of these colleges conscious of their rank for thriftiness.

Two tabulations from these records are worthy of reproduction here; - Table 1 - Net Cost per Student, and Table 2 - Percent of Cost carried by the state.

Still more significant than the bare figures themselves is the fact that the comptroller has also ascertained the reasons behind such figures as those which show West Chester consistently lowest in cost, Indiana always one of the three lowest and Cheyney always highest or next to highest.

TABLE 1

NET COST PER STUDENT IN THE STATE TEACHERS COLLEGES

1931-32	1936-37	1941-42	1946-47	1950-51
Cheyney \$334.65	Cheyney \$460.04	Edinboro \$444.57	Cheyney \$499.42	Cheyney \$494.94
Edinboro 303.48	Clarion 367.29	Cheyney 374.06	Edinboro 272.39	Millersville 442.88
Bloomsburg 258.06	Edinboro 323.40	Bloomsburg 349.02	E. Stroudsburg 251.75	Kutztown 419.36
Kutztown 227.69	Kutztown 298.90	Lock Haven 341.55	Kutztown 238.95	Edinboro 413.09
Clarion 211.89	Mansfield 239.84	Shippensburg 307.36	Bloomsburg 237.70	California 401.93
Mansfield 211.79	Lock Haven 228.13	Kutztown 305.26	Shippensburg 230.81	Lock Haven 390.96
Lock Haven 200.51	E. Stroudsburg 202.38	Clarion 302.51	Slippery Rock 226.12	Shippensburg 389.61
California 200.11	Millersville 198.29	California 287.79	California 221.33	Bloomsburg 387.64
E. Stroudsburg 181.93	Shippensburg 192.81	Mansfield 286.39	Lock Haven 216.68	E. Stroudsburg 373.51
Millersville 175.16	Bloomsburg 188.45	Slippery Rock 272.46	Clarion 213.33	Mansfield 365.89
Shippensburg 166.83	Slippery Rock 158.52	E. Stroudsburg 266.43	Mansfield 206.29	Clarion 355.12
Indiana 137.96	California 153.94	Millersville 243.79	Millersville 205.08	Slippery Rock 324.67
Slippery Rock 122.18	Indiana 136.67	Indiana 153.75	Indiana 204.29	Indiana 295.78
West Chester 120.11	West Chester 118.16	West Chester 138.55	West Chester 166.83	West Chester 264.55
Total \$182.69	Total \$191.75	Total \$246.55	Total \$223.85	Total \$362.97
M* California \$200.11	Millersville \$198.29	California \$287.79	California \$221.33	Bloomsburg \$387.64

*M = Median

TABLE 2

PER CENT OF COST CARRIED BY STATE IN THE STATE TEACHERS COLLEGES

	1931-32	1936-37	1941-42	1946-47	1950-51
65%	Edinboro	60%	Edinboro	Cheyney	Cheyney
56	California	59	Bloomsburg	Bloomsburg	California
52	Clarion	58	Clarion	Edinboro	Millersville
51	Bloomsburg	52	Lock Haven	Shippensburg	Kutztown
51	Cheyney	52	California	Clarion	Lock Haven
50	Lock Haven	48	Shippensburg	Kutztown	Edinboro
45	Kutztown	47	Cheyney	E. Stroudsburg	Shippensburg
44	Mansfield	45	Kutztown	Millersville	Clarion
42	Millersville	44	Millersville	Lock Haven	Bloomsburg
40	Shippensburg	44	Mansfield	California	Mansfield
38	E. Stroudsburg	42	E. Stroudsburg	Mansfield	E. Stroudsburg
31	Indiana	38	Slippery Rock	Indiana	Indiana
31	Slippery Rock	33	West Chester	Slippery Rock	Slippery Rock
29	West Chester	31	Indiana	West Chester	West Chester
42	Total	43	Total	Total	Total
44	* Mansfield	45	Kutztown	Millersville	Clarion

*M = Median

Recommendations

On the basis of the data herein submitted it is recommended that, under the leadership and guidance of the newly created Deputyship of Higher Education in the Department of Public Instruction,

1. The activities, objectives and services of higher education (including all post-high school education) be speedily organized as proposed in the organization chart recommended in Part B of this Survey Report.
2. Inquiry, observation and research be constantly employed to develop standards and regulations for the improvement of all important phases of higher education, including but not limited to -
 - a) Requirements for degree granting privileges
 - b) Examination of existing institutions and recommendations for their improvement
 - c) Recommendations for discontinuance of public supported curriculums when they are no longer needed
 - d) Recommendations for the approval and supervision of extension centers
 - e) Recommendations for the approval of new institutions and new curriculums within institutions
 - f) Development and recommendation of criteria for the approval of graduate work
3. Necessity or desirability of changes in state-supported and state-aided institutions be carefully studied and recommendations made regarding discontinuance of types of services and of institutions that are conducted on public funds when they have outlived their usefulness.
4. The use of state funds appropriated for any post-high school education should be constantly checked as to whether they are a proper obligation of the state and as to whether they are wisely used and properly accounted for.

Table 3
Teacher Education Programs
in the Liberal Arts Colleges

Institution	ELEMENTARY			SECONDARY					SPECIAL PROGRAMS										SPECIAL TYPE PROGRAMS										ADMINISTRATION & SUPERVISION																																																																																																																																																																																																																																																																																			
	NOTED	INTERMEDIATE	ADVANCED	BIOLOGICAL SCIENCE	ENGLISH	CHEMISTRY	PHYSICS	GEOMETRY	ALGEBRA	MATHEMATICS	PHYSICAL SCIENCE	SOCIAL SCIENCE	SCIENCE	GENERAL SCIENCE	CONVENTUAL EDUCATION	CHILD CARE & DEVELOPMENT	DISPERSED EDUC.	DEAF EDUCATION	OTOLINGUAL T. & C.	HOME ECONOMICS	HEALTH & PHYS. ED.	INTL. PERSONAL TRA.	MUSIC EDUCATION	RELIGIOUS EDUCATION	SCHOOL LIBRARIANS	SPEECH	VOCATIONAL AG.	W.C.. IND. EDU.	WELDING	ART EDUCATION	DEAF & BLIND OF HEARING	EDUCATION & SOC. PALLAS	MENTALLY ADVANCED	MENTALLY RETARDED	NON-RESIDUAL SPEAKING	RESTORATION CLASSES	SPEECH CORRECTION	OTHERS	UNUSING	ELDONARY PRINCIPAL	HIGH SCHOOL PRINCIPAL	SUPERVISING PRINCIPAL	SUPERINTENDENT	OTHERS																																																																																																																																																																																																																																																																				
Albright				X	X	X	X	X	X	X	X	X	X	X						X																																																																																																																																																																																																																																																																																												
Allegheny	X	X	X	X	X	X	X	X	X	X	X	X	X	X																																Offers Masters Degree in certain fields.																																																																																																																																																																																																																																																																		
Alliance	Not Approved For Teacher Education																																																																								Seeking Approval - Masters Degree in Language.																																																																																																																																																																																																																																							
Beaver	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X				X	X						X																																																																																																																																																																																																																																																																																					
Bucknell Univ.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X					X	X		X								X		X	X	X	X						Offers Masters Degree																																																																																																																																																																																																																																																																	
Bryn Mawr	Do Not Prepare teachers																																																																										Offers Masters Degree in Arts and Sciences, Social Service.																																																																																																																																																																																																																																					
Carnegie Inst.				X	X	X	X	X	X	X	X	X	X	X	X	X	X			X									X																		Offers Masters Degree.																																																																																																																																																																																																																																																																	
Cedar Crest		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X			X				X																																																																																																																																																																																																																																																																																								
Chestnut Hill				X	X	X	X	X	X	X	X	X	X	X	X	X	X																																																																																																																																																																																																																																																																																															
College Misericordia		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X																																																																																																																																																																																																																																																																																															
Dickinson				X	X	X	X	X	X	X	X	X	X	X	X	X	X																																																																																																																																																																																																																																																																																															
Drexel Inst.				X	X	X	X	X	X	X	X	X	X	X	X	X	X			X					X				X																			Offers Masters Degree.																																																																																																																																																																																																																																																																
Duquesne Univ.	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			X			X			X																																																																																																																																																																																																																																																																																						
Elizabethtown		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X																																																																																																																																																																																																																																																																																															
Franklin & Marshall				X	X	X	X	X	X	X	X	X	X	X	X	X	X																																	Masters in Science, Speech and Hearing.																																																																																																																																																																																																																																																														
Geneva		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X								X		X																																																																																																																																																																																																																																																																																					
Gettysburg				X	X	X	X	X	X	X	X	X	X	X	X	X	X				X																																																																																																																																																																																																																																																																																											
Grove City				X	X	X	X	X	X	X	X	X	X	X	X	X	X							X	X																																																																																																																																																																																																																																																																																							
Haverford	Do Not Prepare Teachers																																																																																																																																																																																																																																																																																																															

Penn State
Temple
Univ. of Penna.
Univ. of Pgh.

Have Extensive And Comprehensive Programs

N O T E: No information on the following schools.

GARCON COLLEGE
PHILADELPHIA MOUNTAIN SCHOOL OF INDUSTRIAL ART
PHILADELPHIA DENTIST INSTITUTE
ST. JOSEPH'S COLLEGE
UNIVERSITY OF SCRANTON
VILLA MARIA
VILLAROVA



